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CHILD WELFARE WORK IN LOUISVILLE

**A Study of Conditions, Agencies
and Institutions**

By W. H. Slingerland, Ph. D.

*Special Agent Department of Child-Helping
Russell Sage Foundation*

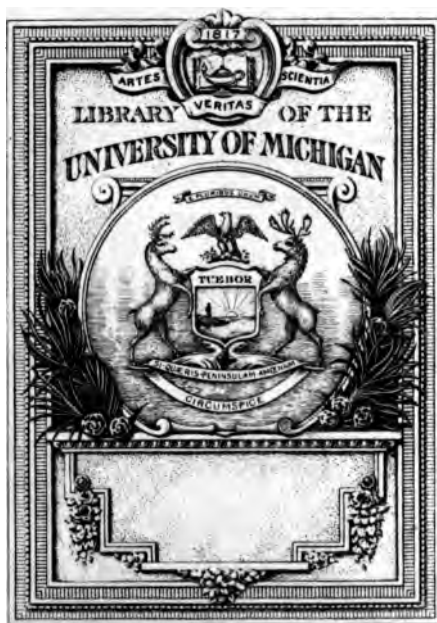
**FOR THE BOARD OF TRADE, COMMUNITY
COUNCIL, WELFARE LEAGUE**

**AND OTHER SOCIAL SERVICE ORGANIZATIONS
OF LOUISVILLE, KENTUCKY**

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WHILE OF SPECIAL LOCAL IMPORTANCE IT IS BELIEVED TO HAVE MUCH
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**Special Agent Department of Child-helping
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I.

INTRODUCTION.

LOUISVILLE is a fine old Southern city of 285,000 inhabitants. White people constitute about eighty-two per cent, or in round numbers, 233,000, of the population; and colored people about eighteen per cent, or 52,000. Situated at the northern edge of the State, on the Ohio river, the city is of large importance as a shipping point, and is one of the most important railroad centers in the Southern States.

It is a city of great wealth. There are large banking, commercial, and manufacturing interests; and as "Kentucky leads the states in the production of tobacco, which forms more than a quarter of its agricultural products," Louisville naturally is the greatest center in the State for the preparation and distribution of this commodity.

Louisville is a city of churches. It is claimed that in proportion to population the community probably exceeds in church buildings and church members any other city in the Union.

Louisville has many excellent schools and its own University. The school census of 1917 showed that there were 56,204 children between six and twenty years of age in the city. Although according to the statistics compiled by the Board of Education, of the 45 American cities of 100,000 to 300,000 population Louisville ranked forty-second in the percentage of tax returns spent for school purposes, the city annually expends on its schools \$1,162,000.

The city is public-spirited and patriotic. It sent its full share of young men into the world war to "make the world safe for democracy." It is now developing plans for the full employment of all demobilized soldiers and sailors who want to make Louisville their home.

It is a city of many charities and social service organizations. Some are fifty or even seventy-five years old; others are recent in establishment and modern in methods. Like the city itself in this time of rearrangement and reconstruction, these charities and social agencies are in a transition state, facing large problems of capacity, functions, rebuilding of plants, the union of some with other similar organizations, the possible addition of needed units of service, and general co-operation.

Because of this situation, the Community Council, the Welfare League, the Board of Trade, and other social and religious organizations of the city, in the fall of 1918, requested the Department of Child-Helping of the Russell Sage Foundation to

make a study of the child welfare agencies, institutions and conditions in Louisville. In response to the invitation, the task was assigned to the writer, and the study was made in November and December, 1918, and January, 1919. Some other social agencies of Louisville, and a few State institutions that receive children from the city, also were visited, and the character and quality of their work estimated. The pages following give a resume of the facts and conditions ascertained by this research. Numerous suggestions and recommendations are made in connection with the descriptions and statistics, and some general discussions of important matters conclude the report.

Child Welfare Work Defined. The scope of child welfare work, when the term is used without limitation, includes everything in connection with child life. A full study of this comprehensive field is never intended when the expression is used in a technical sense. For the purposes of this study the term child welfare work has a narrower signification, relating it definitely to philanthropic activities. This technical meaning limits its application to two related, yet measurably distinct, forms of service. These are:

1. Remedial efforts in behalf of children who are destitute, neglected, delinquent, or abnormal in mind or body, and the care and training of those deprived of natural relationships and support.
2. Preventive measures to protect normal children, and to save them from entering the dependent, delinquent, or defective classes.

Features of the Study. Among the prominent features of such a study as was asked by the Louisville people, the following are most important:

- a. The number and types of the child-caring agencies and institutions operating, and the financial investment they represent.
- b. The annual total current expense, and the average per capita cost of the work for the various classes of dependents.
- c. The quantity and quality of the service rendered by each and all of the institutions.
- d. The possible limitation or combination of institutional functions; a matter intimately related to the adequacy of existing organizations to meet present and future needs.
- e. The mutual relations of these organizations, and the extent of their actual and helpful co-operation.
- f. Methods and measures to check or prevent an increase in the numbers of dependent, delinquent and defective children.
- g. Adequate and efficient State supervision of all public and private child-caring institutions.
- h. The need for the enactment of new child welfare laws by the State Legislature.

Agencies and Institutions. One purpose of the study was to *so* list and analyze the various institutions that the city's present *provision for dependent, delinquent and defective children might*

be more accurately and intelligently known. Names and descriptions of nearly thirty public and private agencies and institutions for child care are arranged by type and function in sections that follow. Those for dependents only are separated from those for delinquents and defectives, and from those for the combined care of adults and children. Changes, improvements, better methods of work, and especially closer co-operation among themselves, are earnestly recommended. As found necessary or desirable, additions to present plants, union of now separate institutions, and the possible formation of new organizations or the erection of new institutions, are suggested for serious consideration. It should be understood that the writer favors always the betterment and extension of established institutions rather than the founding of new ones, unless the desirability of new plants is clear and the need extremely urgent.

Study and Investigation. There is a radical difference between the terms "study" and "investigation." Commonly, a "study" is invited, but an "investigation" is forced upon the object or institution under consideration. Generally, a "study" does not work upon a definite "case," is not made upon rumors or evidence of wrong conditions, and usually is not concerned with minor details. The main purpose of a "study" is to outline existing facts, figures, conditions and relations so that those interested may change, enlarge, combine and rearrange what is possessed as the situation may demand. On the other hand, an "investigation" usually takes up some "case" brought to light by rumor or complaint, and seeks to disprove or demonstrate conditions that in some way have become the subject of controversy.

In short, the term "study" relates to actual conditions, good or bad; almost invariably has a constructive spirit and application; and its central purposes are advancement and betterment. The other term, "investigation," is often destructive in its implication and application, involves bad conditions or wrongdoing, and "leaves a bad taste in one's mouth." The present effort is a "study" and not an "investigation."

This Study. So far as human limitations permit, this study is without prejudice or partiality, and unfettered by partisanship or sectarianism. The writer has done considerable work in Louisiana and Tennessee, and is reasonably familiar with the Southern viewpoint. He has visited Jewish and Catholic, Protestant denominational and nonsectarian institutions in all parts of the United States, and is fairly well acquainted with the various institutional types and standards. He has tried to be fair

helpful to all concerned. The following pages contain an effort to properly define and describe the present situation in Louisville in regard to dependent, delinquent and defective children, and offer various suggestions and recommendations for advancement and improvement.

Study Limitations. It is evident that some definite limitation of scope and detail must be given to any study of even the general social relations of child welfare. A danger ever present is to undertake too much for the possibilities of good service, considering the workers engaged and the time to be used. There is also a likelihood of too much being expected of a study, by both the general public and the social workers of the community. As this study is by a single worker, engaged for a few months only in the gathering of data, special limitations must be recognized. As was stated, the main conditions and problems here treated are limited to dependent, delinquent, and defective children, and the methods and organizations for their care; with special suggestions and recommendations, and general discussions of important related matters.

Many large and vital child welfare interests are not touched, or at most have only incidental mention. Problems relating to community morals, general education, public health work, recreation, child labor, children in agriculture, juvenile courts and probation matters, family poor relief, illegitimacy, public departments of charity and correction, eugenics and marriage, and other pertinent matters, for want of time and workers, are almost wholly ignored. To properly cover all such cognate matters for Louisville and Kentucky would require several workers and a year of time.

In his introduction to "Child Welfare in Oklahoma," an excellent 300-page study of most of these matters in that commonwealth, Dr. E. N. Clopper says of the National Child Labor Committee's work in gathering materials for it: "Eight agents of its staff have spent the greater part of a year studying the situation from all angles." The writer hopes that this half year of effort by a single worker on the more limited field above mentioned will give helpful information and workable plans and recommendations for advance and improvement in Louisville and the great State of Kentucky.

II.

CHILD-PLACING IN FAMILIES.

CHILD-PLACING in families, or placing-out, as the task is termed in many of the States, is an important part of child welfare work in every commonwealth, and, in fact, throughout the civilized world. The American agencies for this service are large and varied. Some of them are under public control, but the majority are under private management. They form an essential section of our social service institutions, and must be considered in a class by themselves.

Many of our people have no adequate conception of the ideals, work, and methods of such agencies. Even qualified social workers in other lines of service often fail to recognize the field, activities, and necessities of child-placing organizations. To clear up evident misconceptions among those who may be expected to read this report, a few paragraphs of general description precede the detailed representation of child-placing work in Kentucky.

Child-placing Ideals.—The central conviction of the advocates of child-placing is that the family home is the natural and divinely instituted place for the rearing of children, and that man-made substitutes in the form of institutions, no matter how well managed, are positively inferior in possibilities of physical care, and for training the children in the essentials of social and religious life. They count even the average private home, where the individual child may be placed as a member of the family, superior in every respect to most institutions, where many children are herded together. They believe and build upon the motto: There is a proper foster home for every homeless child.

But homeless children do not gravitate naturally into proper foster homes. Too often, if not rescued and humanely located, they become the prey of selfish and unscrupulous people. Organizations to find the proper foster home and domicile the homeless child within it, and then continue to look after its welfare for years after the placement, are a real necessity. Haphazard child-placing by irresponsible individuals and temporary organizations is now looked upon as a social crime. Therefore, child-placing should be done always by approved permanent agencies and institutions; placements should be made only after thorough investigation of the applicant, his home, and its environment; *the child also should be carefully studied and wisely fitted*

into the new relationships and location; and both the child and the home should be long kept under personal and adequate supervision.

Work Individual Yet Complex.—Child-placing work is the opposite of spectacular. It is done individually, as regards both children and families, and gradually, as the children come into care, and after a brief period of preparation are sent out to approved family homes. The agency's operations generally extend over a wide area, most of its work of reception and placement is done in the seclusion of homes and families, and its visible institutional connection with the care of dependent children is usually small and of no great financial value. There is no large gathering of children in one place to excite sympathy, win financial support, and show the extent of the work. There is no massive building to stand as a monumental token of the importance of the organization. Therefore, a child-placing agency's actual service to the commonwealth and to the local communities is often undervalued, and in fact largely unknown to the very population it serves.

A well-established child-placing agency is more complex in its elements, more extended in its operations, and more varied in its work, than almost any other child welfare organization. It must have a central headquarters, including some institutional features, and its field is usually very large, often including an entire State. It must have facilities and employes for office, field, and institutional service. While finding homes for homeless children is its central function, it must enter to some extent the circle of many other welfare operations. The elements and work of an ordinary orphanage are simplicity itself in comparison.

Agency Origins.—The formal use of child-placing agencies in America dates from the middle of the nineteenth century. For many years before that time the orphanage and children's homes were the dominant types of care for dependent children. In many States such institutions represented the normal and proper disposition of juvenile waifs. But thoughtful men and readers of history realized that the institution was only the makeshift effort of humanity to take the place of a lost or unworthy family home. The Children's Aid Society of New York City was organized in 1853 to place dependent children in private families with little or no previous institutional care. The new departure emphasized the use of the free foster home, instead of orphanages and other institutions, in providing for neglected and homeless children, and insisted that it was using God's institution *instead of man's* substitute for it.

Another phase of child-placing came a little later. In 1868, the Massachusetts State Board of Charity originated the plan of boarding out dependent children in private homes at public expense. This plan rapidly won State-wide favor, and in time largely superseded the institutional care of children in that State. Both placing-out in free homes and boarding-out in private homes at public expense spread from State to State, especially in the North. At present there are, it is estimated, fully 200 child-placing agencies in the United States, finding homes annually for more than 50,000 children. Of late years agencies for this work, both private and public in management, have been established in the South as freely and successfully as in the North. The chief child-placing agency of this State, the Kentucky Children's Home Society, began its work more than twenty years ago. Other strong and successful societies, under private management, but doing state-wide work, are established in Virginia, Florida, and Mississippi. Less prominent organizations have been effected in North and South Carolina and in Tennessee. All are based on the ideals and principles described in these paragraphs.

Agency Essentials.—Each child-placing society or agency, in order to do work along modern lines, must have facilities, equipment, and working force to meet its varied needs and carry on numerous related activities. An outline of the principal essentials of a modern child-placing agency is here given, to illustrate general requirements and to place before the readers of this report the working basis which Kentucky should demand of all organizations engaging in child-placing work. If these essentials are not present, or any organization fails to provide them in a reasonable degree, that agency should be reformed or abolished.

1. The agency must have a stable organization, duly approved by proper State authorities; be adequately financed to do effective work; have good equipment for the use of its workers; employ capable trained or experienced people; and as a rule use a society headquarters that includes a receiving home for the temporary care of children.

2. It must be authorized to assume the guardianship of the persons of the children served, and be prepared to receive them legally and formally into care at any time.

3. It must give to its wards immediate care and shelter, no matter what part of the field they are received from, either by hiring them boarded in private families, or cared for in established institutions, or by putting them temporarily in its own receiving home.

4. It must seek out and carefully investigate good families that are willing to receive homeless children as parts of their households, and place its wards in such only as shall pass rigid tests for quality and fitness.

5. It must by wise and tactful agents fit the young lives for which the agency has become responsible into homes and environment suitable for the right development of each individual.

6. It must be ready to replace any child that fails to fit reasonably well into the home to which it is assigned, or where changes in the home itself make it wise and best to provide for it anew.

7. It must have an office force competent and sufficient to arrange for all society activities, formulate and file the endless and cumulative details of the ever-increasing army of wards, and accurately record all financial matters to meet all possible auditing and adverse criticism.

8. It must have a field staff of trained and experienced workers to receive, place, and supervise the children committed to its care.

9. It must have a receiving home staff adequate for the temporary care and preliminary training of its new and returned wards.

10. It must provide constant and adequate personal supervision of all placed-out wards and the homes in which they are located; and this supervision must continue until the wards receive legal adoption or attain legal age.

11. Child-placing agencies are expected to care only for children who are normal in body and mind, as only such can be placed in private homes as members of families. If diseased, or malformed, or feeble-minded children are taken at all, they should be transferred as soon as possible to hospitals, orthopedic institutions, or homes for the feeble-minded.

12. The agencies are expected to obtain full legal adoption whenever it is possible for infants and other young children who are not expected to be reclaimed by parents or other near relatives; the older wards are placed, as a rule, without formal adoption, or legal indenture, or apprenticeship, but with definite agreements as to personal care, home privileges, schooling, and religious training.

The matters included in these twelve items are not theoretical but practical, and every child-placing agency operating in Kentucky or any other commonwealth should be required to measure up closely to the standard they indicate. The writer believes that it is exceedingly important that these essentials of child-placing according to modern ideas be laid before the social workers and other interested citizens of Kentucky at this time, so that any organizations doing placing-out work on any inferior working basis may be investigated, forced to improve, or be put out of business. Definite results from this or any other study are possible only when its basal ideas and the methods it advocates are carefully studied and judiciously applied.

Child-placing Central.—The ideas and principles of child-placing in families are central in any scheme of child welfare work, for the location of homeless children in normal homes, or their return to normal living conditions, is the ultimate aim of all child-caring agencies and institutions. Therefore, the important matters just discussed are closely and distinctly related to the juvenile court, the family rehabilitation societies, the agencies for systematic child-placing, and the public and private institutions for more or less permanent care of children.

All of the needs and qualities of good diagnosis, reception methods, receiving home care, placing-out in families, and after supervision, apply to colored work as well as to white. It is just as important that organizations for colored children be improved and standardized as that those caring for white children be made as efficient as possible. All suggestions as to safeguards for child-placing activities apply to orphanages and general institutions as fully as to regular child-placing agencies. Practically all of the child-caring institutions of Louisville do child-placing; and many of them are placing-out their wards without sufficient investigation of applicants for children, without efforts to properly fit the young lives into proper environment, and without adequate after-supervision.

The practical written basis for judging the quality of foster homes, for noting the condition of placed-out children, and indicating the kind and frequency of adequate supervision given in the study of the Kentucky Children's Home Society, apply to all child-placing work, whether done by a regular agency or incidentally by an institution for continued care. In large measure all of these things apply to large boys and girls, paroled by industrial schools as workers to private families of others than close relatives.

Therefore, the report on the Kentucky Children's Home Society is made the basis for quality references in the study of child-placing by all the other agencies and institutions. Much of the material used therein describing and illustrating methods and standards need not be repeated in connection with other institutions. Let it be understood that the methods there approved or advised, and the standards of work and care there laid down, are with equal emphasis applied to every institution covered by the study.

KENTUCKY CHILDREN'S HOME SOCIETY.

Historical.—The Kentucky Children's Home Society was organized and incorporated in 1895. It is of the type sometimes called "semi-public," which means that it is governed by a private Board of Directors, but is partly supported by public funds. Its State Board of Directors contains thirty-six members. Mr. George L. Schon has been its State Superintendent for nineteen years. In a report made by Mr. Schon to Governor A. O. Stanley in 1916 are a few paragraphs describing the State needs that led to the establishment of the society, and the efforts made to win acceptance of its services throughout the commonwealth.

"Up to 1899 the almshouses of the respective counties were called upon to receive the children cast as charges upon the community. Fully 95 per cent. of these almshouses were miserable hovels. Generally speaking, the moral and physical environments into which the children were thus thrown were far worse than those from which they were being removed.

"In those days these unfortunates were branded as 'Poorhouse children,' and as such they went out into the world, the stigma resting upon them usually the remainder of their days. Starting out amid surroundings of poverty, they took a post-graduate course in depravity in these poorhouses, and at maturity usually wound up in a life of evil, in the penitentiary, or back in the almshouse as a permanent charge upon the community.

"Eight years of patience and hard work were spent by the directors and officers of this society in winning the aid of the County Judges, the recognized officials who must enter into the system before it could accomplish all that the founders of the organization had intended for it. It was in 1908 when report was first made that every County Judge in Kentucky was co-operating with the society in the great work in hand."

With slight exceptions this co-operation has continued for more than ten years, and is still operative. Also, the magistrates in each county are similarly co-operating with the society. In addition, there are over 15,000 men and women, citizens of the State, now enrolled as members of the organization, and giving to it both moral and financial support.

Property.—Since its organization, the Society has gradually accumulated real estate and other property at its headquarters valued at about \$67,500. Of this, \$13,000 are in working equipment, the office and receiving home fixtures and furnishings. Against the real estate are liabilities in "real estate bonds" amounting to \$17,000. As the current dues from the State and other sources of income very nearly balance the liabilities in accounts payable, it will be seen that the Society owns clear of debt *but \$50,000 worth of property,*

The real estate consists of a number of residences along the block from Rufer to Winter Avenue, on the south side of Baxter Avenue, Louisville. On the east end of the series of buildings is the large residence used as the office and Society headquarters. Extending westward, and joined at the rear by communicating hallways, are five other residence buildings, which, after more or less of interior change and adaptation, are used as the Society's receiving home. One other house, across the street eastward, is also used as a dormitory for the larger boys. In the rear of the receiving home buildings is a house used as a laundry and a small cottage. The entire capacity of the receiving home is about 230 children. The average number of inmates is much less.

Administration.—The Society is under the general administration of its Board of Directors, who in the interim between meetings are represented by an Executive Committee. This committee assigns the active administration to a superintendent. As stated above, Mr. George L. Schon has been the Society's superintendent for nineteen years.

As subordinates Mr. Schon has three groups of employees: (1) The office staff, consisting of from four to six persons; (2) the field staff, consisting at present of five district superintendents and two financial agents; (3) the receiving home staff, which includes a matron, a housekeeper, ten nurses, two janitors, and various other employees. An efficient physician is employed for regular attendance upon the children, with eye, ear, nose and throat specialists giving services as may be required.

The administrative work of the superintendent is apparently about equally distributed among these three divisions of service. The total number of employees averages about forty in all departments.

Society Headquarters.—The Central Office at 1086 Baxter Avenue is the administrative center of the organization. In addition to keeping the financial and children's records, here is the Society Headquarters, to which all correspondence is directed, and where all inquiries are made in regard to the reception, placement and supervision of children. Letters, telegrams, and telephone messages are received at all hours of the day and night; applicants for children come there to fill out blanks, or, if already approved, to see and select children; visitors of all sorts must be welcomed, the work of the Society explained and illustrated; and the field workers are here assigned their special tasks, in receiving, placing, or visiting for supervision the placed-out children, as the work develops day after day.

One of the chief duties of the Central Office is to keep full and complete records of the wards of the Society. The case study at or before reception is supplemented by constant accretions as historical or other data develop, as the children are treated for ailments or physical defects (probably 50 per cent), or go out to selected homes, or are visited by the field workers who supervise them in their foster homes. If a child is adopted, there are special papers to be made out, and many instructions to give to the foster parents, who in most cases are not posted on the methods and legal requirements of such proceedings. In all, the records relating to wards are voluminous, constantly enlarging, and of vital importance.



Central Office and Receiving Home
KENTUCKY CHILDREN'S HOME SOCIETY

The Kentucky Children's Home Society seems to be doing all of its office work very creditably; and this is especially true of its records of children. The forms and indexes are good, the filing cases are of modern type, and a large fire-proof vault is provided for the papers.

One examiner for the State has suggested the possibility of reducing the number of office employes. The writer, from many years of experience in similar work, and other years of observation in all parts of the United States, while crediting the present force with records above the average in such offices, would rather advise additions than any reduction in number of workers. The records of a child-placing agency are too important to be *imperfectly made*, and it is necessary that they be kept strictly

up to date for obvious reasons. If required, the salary of another clerk in the office would be a small price to pay for full efficiency in this department.

Current Finance.—The financial records of the Society form a part of the work of the Central Office. The income of the organization for its last fiscal year, which ended June 30, 1918, was \$63,035. Of this the Society received \$50,000 in appropriations from the State of Kentucky; \$6,700 from county contracts; and \$6,335 from memberships in the Society and other donations. These sums represent cash, and do not include large amounts of donated food, clothing, and general supplies, much of the material being used in "Aid Work," and no such donations are counted in dollars as a part of the income of the Society. In our judgment, careful estimates should be made of the cash value of all such donations, and the amount added to the regular cash income, to show the entire receipts of the organization.

The expenses of the Society for the same fiscal year were \$66,664. The deficit for the year was \$3,629. Without entering into the details of the various expenditures, it is estimated that the cost of the three departments of work were as follows: Expenses of the Central Office, \$6,122; expenses of the field work, \$18,550; expenses of the receiving home, \$41,992.

The accounts and all records of finance are carefully audited by L. Comingor and Company, a firm of expert accountants, and have always been approved by them as in every way well kept and correct.

Reception of Children.—All of the wards of the Kentucky Children's Home Society are received on court orders from the various counties of the State. None is accepted on parental surrenders, as is the case in many other organizations, and as is practiced by similar child-placing agencies in most States of the Union. Our best social experts advocate court reception for all wards of such societies; hence the Kentucky organization is to be congratulated on its practice in this regard.

Case Study.—The preliminary case work on children received is often very imperfect, owing to the fact that all such material is furnished by the county courts from which the children are received, supplemented by what additional information can be obtained by the Society's agents after they arrive on the ground, subsequent to notification that a child or children has or have been committed to the Society. Some way should be found to compel better case work by the court officials, or some arrangement be made under which the Society's agents can make a care-

ful study of each case before commitments are recorded. This would be invaluable as regards all children actually received, and would prevent the reception of many who are not suitable, and who should at once be assigned to relatives, sent to hospitals, or committed to the institution for feeble-minded. If this matter of case work can be satisfactory arranged, and the Society relieved of taking unsuitable children, a great advance will be made, and the possibilities of high-class work will be materially increased.

Extent of Work.—Since the Society began work in 1895, it has received as wards over 2,800 children. Of these over 1,200 have come of age, or have otherwise passed out of care; and at the close of the fiscal year, June 30, 1918, there were 1,410 children placed-out in families still remaining under supervision, and 161 in the receiving home awaiting further action. During the fiscal year 126 new children were committed to the Society, and careful supervision found 226 who were not happily located in their foster homes, and who were therefore returned to the direct care of the organization. A total of 285 family homes were found during the year, either as new placements or as replacements; 43 were returned to parents or guardians; 21 died at the receiving home or in special hospital care outside; and 31 were otherwise disposed of, mostly by assignment to other institutions. In all, 541 different children were in direct care and were handled officially in some way during the year, besides visiting and supervising over 1,400 in family homes.

Aid Work.—In connection with current finance, mention was made of the Society's "Aid Work," and it must have further description, although it cannot be put into dollars and cents or children's statistics. A large amount of general assistance to children and families is given by the organization, especially in the mountain counties. This "Aid Work" is varied, some of it being to provide supplies of food and clothing to needy families, some to give advice in regard to employment and to look up working places for the unemployed, and in other cases to obtain local or special financial help for either children or adults. Its main purpose is to enable worthy parents, especially widowed or deserted mothers, to maintain their own homes, and keep their children in their own care. During the last fiscal year over 200 such families were tided over critical times of distress, and the home life was preserved. This work is chiefly done through funds and supplies furnished by friends of the Society outside of *its regular channels of support*, is carried on by the superintend-

ent and his field agents in connection with regular visitation and other activities, and is not included in the Society's recorded financial statements, as previously noted. Of this work Superintendent Schon says:

"The natural home is the proper one for either child or adult. It is on this principle that the Aid Department works. The closest blood relation is the logical guardian of a dependent one, and the Aid Department first directs its efforts towards finding such a person capable of assuming the obligations. Often this requires much labor and investigation, and many times relationships that were not previously known to exist have been developed. * * * True to its name, the department renders financial aid to scores of mothers who are by it made able to keep their young children in comfort when their own earnings are combined with the aid given. * * * During the past seventeen years more than 4,000 children and adults have been assisted by the Society through its Aid Department."

The Receiving Home.—The series of modified residences, extending in a row along one side of an entire block, and connected by a hallway at the rear of the houses, constitute a makeshift but reasonably suitable cottage receiving home. The Society's needs have enlarged constantly from its beginning. The various properties have been acquired gradually to meet these needs, and for lack of funds very small modifications in their exterior or interior conditions have been possible.

The houses are fairly well furnished, or, rather, have been, as much of the furniture is rapidly wearing out. They afford facilities for the isolation of newcomers two or three weeks after their arrival, before placing them with the main body of inmates—an essential in safeguarding the institution from epidemics. They provide separate quarters for the various ages and classes of children, and schoolrooms, quarters for employes, kitchens, dining rooms, a laundry, and other facilities for receiving home service.

The site is small and is insufficient for the varied needs of such a home, and especially lacks adequate and attractive playgrounds for the children. All of the structures are far from new, and no expense is now being put on them, except actually necessary repairs, in the hope that a new receiving home property may be acquired in the near future. A modern property of this kind is greatly needed. All social workers who visit the present home refrain from severe criticism only because the Society heretofore has been unable to provide an up-to-date plant for this use, has been and is now making the best possible account of the composite set of houses it has laboriously acquired, and because the officers of the Society seem as anxious as any expert outsiders to replace it with a "modern children's village" on a large and attractive site in the suburbs of the city.

Receiving Home Service.—The work done in the receiving home in the main is of good quality. The matron and other workers seem to be of excellent character, kindly in spirit, and efficient in service. The food is of good quality, and appears to be ample in quantity. All supplies are purchased by wholesale, and at specially reduced prices. The dormitories are reasonably well furnished, are not excessively crowded, and most of them are well ventilated. A few lack sunshine, and this is true especially of many of the first floor rooms in several of the buildings. Most of the objections to present service grow out of the defects for this use of the present buildings, rather than from any failure or unwillingness on the part of the workers to do everything well for the wards in their care. Some improvements should be made, no matter how definitely a new home is expected some time in the future.

1. The dining rooms should be brightened up and better furnished; and the table equipment should be made more like that of average homes. Good napery, cutlery and crockery have a real educational value; and receiving home dining rooms should prepare the children for what they may expect in the families to which they are sent.

2. The school rooms are inadequate, poorly furnished, and decidedly inferior, especially the kindergarten room; and there are not enough teachers. At least one more teacher should be regularly employed.

3. The older girls of late, on account of an epidemic and an unavoidable shortage of help, have been taken entirely away from school and used in household tasks exclusively. While they should aid in the work to some extent, they should as soon as possible be given special school work and vocational training, and be speedily placed in families. It is estimated by Dr. Hart and others that a child's time in school is worth at least \$5 per day in preparation for life. Each child should spend 200 days of each year in school. That means taxing each child kept out of school \$1,000 a year. Only urgent necessity can warrant such action. Taking a child out of school dulls his mind, interrupts his progress, and checks his enthusiasm.

4. The separate cottage that stands in the rear part of the site near the west end might be furnished and equipped as an emergency hospital. The present infirmary does not seem adequate, and the rooms it occupies might well be used for some other purpose. The suggested separate hospital probably would add slightly to the expense, and require at least one more nurse; but even if more expensive the change is probably desirable.*

5. The installation and operation of some modern laundry machinery would be a real advantage to the receiving home; and a place could probably be prepared for it in a rear building at small expense.

6. Many modern child-caring institutions have found it to their advantage, and to greatly promote the health of the children served, to place a graduate dietitian in charge of all menus, kitchen work, and dining room service. At the receiving home of the Boys' and Girls' Aid Society of Oregon a dietitian has been in charge for several years. The officers of that

*Since the above paragraph was written arrangements have been made to furnish and equip a special building for hospital purposes.

Society testify to better service, more varied and healthful food, and no greater cost than before, save as the price of supplies has advanced in recent years. The plan is worth considering.

Cost of Receiving Home Service.—For the fiscal year ending June 30, 1918, the average number cared for in the receiving home was 182; the expense of the home for the year was \$41,992; which gives an annual cost of care per child of \$231. Four private institutions for dependent children, studied during the summer of 1918, expended for their last fiscal year, respectively, \$236, \$271, \$172, and \$253, per capita; or an average cost per child of \$221. It will be seen that this Society's receiving home expense was almost exactly the same. There was evidence of careful buying and proper use of all food materials, so we may feel satisfied that the home is being well and efficiently managed in this respect.

Unplaceable Children.—The Kentucky Children's Home Society is unfortunate in some of its legal relations—for many years it has been practically compelled to receive all the children committed to it by the courts, regardless of their fitness for placing-out in families. It was stated in the preliminary explanation of the proper work, wards, and methods of child-placing agencies, and which expressed precisely the ideas and ideals on which the Kentucky Society was founded and in the main is operated, that only children reasonably normal in body and mind should be assigned to such organizations, because only such can be welcomed as members of families applying for children. In deference to the large subsidy received from the State, and for other reasons, up to this time the Kentucky Society has not been able to choose exclusively wards of this character. In some degree because defective children were found homeless and destitute, with absolutely no one to provide for them, and were taken into care by the Society as a matter of humanity, but mainly because of the above mentioned somewhat careless case work of the county courts, a large number of unplaceables have come into its care and control. Many are feeble-minded, some are crippled and deformed, and a few are wild and almost incorrigibly bad.

The officers of the Society deeply regret the fact that this burden is upon the organization. They are doing all in their power to secure places for these unfortunates in other and proper institutions, and to limit to the minimum the reception of new cases of the same kind. But even now new cases are received every month, and in spite of all possible hospital service and reconstruction by medical and surgical experts, the unplace-

contingent remains unbearably large. State officials and other officers, and if necessary the General Assembly, should come to the relief of the Society in this matter without delay.

Cost of Unplaceables.—It is evident that the hospital and institutional work of caring for children permanently unplaceable should not be done by a child-placing agency; or at least not without provision made by the State in the way of buildings, equipment, attendants, and all other extra expense. It is unfair to the normal children to have among them a lot of feeble-minded and diseased children, who must share in all the general life at the institution. It is unfair to expect a child-placing organization to provide suitable service, segregation, special treatment, extra workers, and all support, year after year, for those for whom homes cannot be found in ordinary families. Yet such responsibilities and thousands of dollars of expense every year have been thrown upon the Kentucky Children's Home Society.

Early in 1917 Dr. Thomas H. Haines, an expert from the National Committee for Mental Hygiene, made a survey of the condition of the feeble-minded in Kentucky. He visited and studied conditions in the receiving home of the Kentucky Children's Home Society in February of that year. An extract from his report, showing numbers involved, cost of service, and indicating what should be done, is illuminating:

"The Kentucky Children's Home Society, an organization designed and organized explicitly for placing homeless children in good homes, finds itself greatly handicapped in this work by the large numbers of distinctly feeble-minded children it is compelled to take because it finds them homeless and there is no proper place to send them. The Society has tried to avoid receiving such, but has been unable to do so. Clearly the only proper method of relieving this Society of work which does not belong to it, and which blocks and impedes its own proper work with normal children, is for the State to provide facilities for the training of these feeble-minded children at a State home. The Society forwards as many as possible to the Kentucky Institution for Feeble-minded. Many of the better class of feeble-minded they do place. There is nothing else to do. They know as well as any that this latter is unfair to the child, as he cannot secure the special training he needs, and it is unfair to the foster parents, as they hope to secure a child they can love and cherish as their own offspring.

"In spite of all transfers and placements, however, the collection of mental defectives grows upon their hands. At the time of our visit (in February, 1917), there were in the home something over 130 children. * * * Thirty-one of these children, more than one-fifth of the whole population, appear, upon quite conservative basis of judgment, to be so defective in mental ability that it is unreasonable to expect them to make good. * * * More than one-fifth of the children received are perennial children and
---fore unplaceable. One-fifth of the money the State gives this Society
is \$10,000."

In December, 1918, the writer secured a list of fifty children then in care, all of whom were unplaceable, and nearly all of whom were feeble-minded. The average number in the receiving home during the preceding year was 182. Dividing the expense of the receiving home for the year, \$41,992, by the average number in care, 182, the average cost of care is found to be \$231 per child. At this rate the financial burden of caring for fifty unplaceables amounts to \$11,550 each year. In some way this burden of expense, which does not include office work and administration, should be lifted from the Society. Some changes in the laws, and especially large changes in the practices of county judges, will be necessary to accomplish this result.

Tests of Mentality.—The large number of children assigned to the Society every year, and the conditions under which they are received, make it very important that each ward on reception pass special tests to ascertain whether or not it possesses normal mentality. Judges and other court officers, at least in the less populous counties, are unable to apply scientific tests to determine the relative mental age and capacity of children who are homeless and destitute, and generally are indifferent to such matters, unless the cases are very marked. Even well-trained field agents of the Society, unless specially educated along psychological lines, will be unable to define accurately the real mental condition of stupid, backward, erratic, or neurotic children. So there is a positive demand for organizations like the Kentucky Children's Home Society to employ psychological specialists for mental tests of all the children in care.

The writer earnestly urged such psychological examinations when studying the Society in December, 1918. Two methods were discussed. One was to obtain the assistance of school or university psychologists, probably available in a city the size of Louisville; the other was to add a competent psychologist to the staff of the Society. Superintendent Schon has already acted in the matter, and under date of January 29, 1919, writes as follows:

"I have news that I am sure will be very pleasing to you, relative to the work of our institution. Last week we transferred thirty children to the Institute for Feeble-minded, making a total of forty children sent to that institution in the last sixty days.

"I have been fortunate enough to secure the services of three trained nurses. We are beginning the chart system all over the institution, beginning with the babies' ward. I will, in the next week, secure the services of an expert on the care of backward and feeble-minded children. We will institute the Binet-Simon system of tests, and have this woman, who is an expert, in charge. She has had training and experience both in the E-- and here."

Field Work.—In many ways what is called field work is the most important part of a child-placing agency's activities. From the field, which in the case of the Society under consideration is the State of Kentucky, come all the wards of the organization; in the field must be found suitable family homes for their placement as soon as the children can be prepared for such location; and in the field are the many hundreds of homes in which dwell placed-out wards of the Society who must be kept under adequate supervision for several successive years.

The Kentucky Children's Home Society employs five experienced workers called District Superintendents, and two called Financial Agents, who devote their entire time to field work. Superintendent Sehon also gives more than one-third of his time and efforts to state-wide travel and work on special matters. Each of these workers travels from 500 to 2,000 miles a month in this work. If we take into account the importance of the duties of these Society officers, and the delicate and difficult functions that devolve upon them, the salaries paid are below what they ought to be in these times. All of these employes have served the Society faithfully from ten to twenty years.

It is estimated that the district superintendents give about 25 per cent of their time to work related to the reception of new children; about 25 per cent to the investigation of the homes of applicants for children, and the placement of children in such as are approved; and about 50 per cent of time and effort is devoted to the visitation and supervision of placed-out children and the homes in which they reside.

The expense of field work includes, in addition to the salaries of the workers, the cost of many thousands of miles of travel, hotel bills, and the cost of the transportation of hundreds of children. A careful estimate of the entire expense of field work for this Society for the last fiscal year made it about \$18,550.

Quality of Placing-Out Work.—The central essential in the work of a child-placing agency is to so place its wards that they will develop happily into efficient citizens. If it fails here, the organization fails entirely. In studying the Kentucky Children's Home Society it therefore became necessary to know at first hand whether or not good homes were being selected and used, children carefully fitted into them, and proper supervision given to the homes and children after placement.

In judging the quality of placing-out work three things are considered most important: (1) The quality of the homes used; (2) *The actual condition of the children placed in them; and (3) ind and average frequency of supervisional visitation.*

A satisfactory study of these matters requires a definite basis for judgment on each of the points mentioned. The writer is not aware of any attempt by any other person to formulate such a basis, and was obliged to create one of his own, which was submitted to Dr. Hastings H. Hart, of New York, and was given his approval.

That the readers of this report may know this basis of judgment, it is necessary to outline it here, before giving the results of proper efforts to estimate fairly and impartially the quality of the Kentucky Society's placing-out work. Attention is called to five points of excellence for foster homes, five points indicating the condition of placed-out children, and the kind and average frequency of visitation considered necessary by social workers.

1. Five Points of Excellence for Foster Homes:

Point 1. The Home.—Allow for it 15 per cent. It must be comfortable, suitable, homelike and attractive, in its condition and its furnishings; and its environment must be a good neighborhood, with adequate school and church privileges.

Point 2. Support.—Allow for it 20 per cent. The financial support of the family must be sufficient to provide for its members plus the child applied for or taken, without cramping or excessive economy. Foster parents should be able to spend from \$60 to \$150 per year on the child besides board. Moderate means is sufficient; wealth is not required.

Point 3. Personal.—Allow for it 20 per cent. The personal character of the foster parents must be clean and moral (church-going church members preferred), and they should be people of good judgment, cheerful spirit, patience, some culture, and reasonable education. Chronic invalids should not take children. In financial matters foster parents should be of good repute and good credit.

Point 4. Altruistic.—Allow for it 20 per cent. Foster parents should be of humane and altruistic spirit; not desiring a child for commercial reasons or to exploit its services as a cheap worker. The child should be taken for its own and humanity's sake, not for selfish considerations; and its education should be promoted according to the foster parents' ability along the lines of the child's aptitudes and natural abilities.

Point 5. Affectional Spirit.—Allow for it 25 per cent. The highest and most desirable single element is that the foster parents have in addition to general desire to do good to others, a real love for children and appreciation of child life. Affection is the most important thing in home life, and none can be first class without it. Foster parents must develop real affection for a child in order to have a sufficiently strong sense of obligation to do their whole duty by it.

First-class foster homes are those in which all five of these points are found in a satisfactory degree; second-class homes are those in which at least three points are found in a satis

tory degree, and the remaining ones are counted passable. In the writer's judgment, the use of any grading lower than second class is undesirable.

2. Five Points on Condition of Children in Foster Homes:

Point 1. The child's physical, mental, and spiritual health.

Point 2. The clothing and home comforts provided for the child.

Point 3. The educational opportunities the child enjoys.

Point 4. The moral and religious privileges and training given to the child, including the influence of environment.

Point 5. The child's personal relation to the foster parents and to the other members of the family, if any. Is the child loved? Does he love his home and its people? Are they mutually contented? Is the child happy?

Only when a majority of these five points are noted to be satisfactory, and the others passable, should a child be allowed to remain in a home. The happy concurrence of all five constitutes first-class conditions—the aim of all good child-placing societies. If all placements are tested by this formula whenever visited by a field agent, and the visits are reasonably frequent, practically every ground for censure now used by critics of child-placing will be taken from them.

In the opinion of leading child welfare workers, adequate supervision by a society placing children in free and permanent homes, requires visitation several times during the first six months after the placement is made. After the first six months have expired, in which most cases quite fully adjust themselves, visitation should be made by an experienced field agent at least once a year, as supervision of well-settled cases need not be so close and frequent as new ones. In event of any rumor or evidence of wrong conditions, a personal visit is always necessary. Five points in adequate supervision are built upon these conclusions, and are here given:

3. Five Points in Adequate Supervision:

1. Visiting agents should be thoroughly grounded in the ideas relating to excellence in foster homes, and in those indicating favorable conditions for placed-out children; and when visits are made their estimates should be based on the five points given for each of these matters.

2. Visitation should be made without previous notification and at unexpected times.

3. During the first six months after placement visits should be as frequent as possible, probably not less than three visits being made during this period.

4. After the first six months, if conditions are normal and favorable, the period between visits may be lengthened, but every child should be *visited at least once a year* as long as it remains under the jurisdiction of *organization*. In event of adverse reports of any kind, immediate *per-
'visitation is a prime necessity.*

5. Continuity of service by trained and experienced visitors is a great help in supervisional work. Good field workers should be retained on the same districts as long as possible.

Selection of Homes for Visitation.—To avoid any suggestion that the homes visited were selected by the officers of the Society, and were therefore not average and representative, the writer selected several counties, and secured the names and addresses of all children now in foster homes within them. Then with these lists, an automobile and a guide, he went out and as far as possible visited all the homes represented. Distances from main thoroughfares prevented visits to some; bad roads from previous heavy rains made many dirt roads impassable; and the epidemic of influenza made it impracticable to enter a large number of the homes, even after many miles had been traveled to reach them. But it is believed that in about 700 miles of travel, and in the forty homes actually visited, a fair basis was obtained for judgment of the quality of the Kentucky Society's placing-out work.

It is only fair here to say that Superintendent Sehon and his assistants were exceedingly cordial in regard to all matters related to this study, and gave all possible assistance in the work. Mr. Sehon placed his office force at the writer's command in looking up records and methods; opened the receiving home for free and full visitation; and especially instructed his district superintendents to take him in their machines to any part of Kentucky that he desired to go for the study of the field work of the Society. This co-operation was not forced, but was freely and graciously given.

Results Obtained.—A total of forty homes, located in five different counties, were visited, and a number more were seen on the exterior, but not carefully studied for reasons given above. Taking the forty as the basis for judgment, the results were as follows:

1. **Quality of Homes.**—Of the 40, the writer graded 27 first class and 13 second class. None were below second class; an excellent record.

2. **Condition of Children.**—The condition of the children in these 40 homes was graded as follows: Excellent, 11; good, 23; slight friction or strained conditions, 5; bad enough to require removal, 1. This is a very satisfactory record, as it is not to be expected that all will be happily placed by even the best of efforts. There will always be little matters of friction and discontent, and necessarily some removals.

It may here be said that the field agents who accompanied me as guides on the trips to these homes, whenever any strained or unsatisfactory conditions appeared in any of them, at once officially took hold of the matters, arranging them in efficient and proper ways, smoothing out difficulties, clearing up misunderstandings, in some cases reproving the child, in others showing the foster parents their defects or injudicious actions. In the *one bad case*, the field agent at once arranged for the prompt removal of *the child*.

3. Adequacy of Visitation.—The last paragraph illustrates what the writer believes is customary and common in the supervisory work of the Society. It is good in type and results. It was found that most of the homes had been visited before during 1918, some of them several times; some about a year previous to this visit, and a few had not been visited for about eighteen months. On the whole, it was an excellent record of supervisory visitation for a Society of this kind.

New Departure in Field Work.—To the Kentucky Children's Home Society belongs the credit of inaugurating and successfully working the plan of doing the major part of its field work in automobiles owned by the Society, and driven by the district superintendents in their trips about the State. High railroad fares, long waits for trains, the need at stopping places to hire conveyances to reach family homes in the country, and the desirability of easy access to any part of their districts, where their presence may be needed, are reasons for the new departure. In Kentucky the plan is a real success.

The Society is receiving nearly 200 new children every year, and about 300 must be changed from one home to another. There are over 1,400 placed-out wards to visit and supervise. The amount of travel necessary for this work, and its high cost, are little understood by even average social workers.

Take the supervision of the 1,400 placed-out children. Dr. H. H. Hart estimates that by the old method of using trains for long trips and hired vehicles for short ones it will now cost about \$25 per year per child to give really adequate supervision. The average society, operating on this plan, however, expends much less, probably not more than \$15 per year per child. To supervise the 1,400 Kentucky children, even at the lower rate of \$15 per year, would require an annual expenditure of \$21,000.

Under the new Kentucky plan of employing automobiles owned by the Society instead of railroad trains and hired conveyances, a large saving is effected. We estimate that the Society expends about \$18,500 annually upon its field work, taken as a whole. As before stated, the supervision of placed-out children includes about one-half of this amount, or about \$9,250. This is about \$6.50 per child, instead of the \$25 estimated by Dr. Hart. In view of this very low cost, the Society should consider carefully whether it is meeting its full obligation in the watch-care of its wards.

We think that the supervision of placed-out boys and younger girls, up to the age of five or six years, as carried on under the new Kentucky plan is reasonably efficient, but we think that the *work of supervision* should be strengthened, as relates to the *older girls*.

Sex of Field Workers.—All over the United States there has been a growing conviction that in the placing-out of girls and in their visitation in foster homes the placing-out agent and the supervising visitor should be a woman; also, when girls above the age of five or six years are received as wards of the Society and are to be transferred from one place to another, they should always be under the care of a woman and never under the care of a man. This arrangement precludes any possibility of scandal and provides a sympathetic friend of her own sex in whom a young girl can and will confide more readily than to an agent of the other sex.

This principle has long been recognized in the work of the Kentucky Society. In fact, it was one of the early societies to recognize it. In 1906 Superintendent Sehon introduced a resolution in the annual meeting of the National Children's Home Society, proposing that: "No girls over ten years of age be placed in the care of a man agent." The Society requests that county judges in committing children to the care of the Society appoint the visiting nurse of the county or some other responsible woman to accompany all babies and girls to the receiving home. For many years the Kentucky Society has sent out all of its large girls for placement in foster homes under the care of Mrs. Hattie A. Doyle, one of the five district superintendents, a cultivated and experienced woman. In urgent cases the office secretary or the matron of the receiving home acts in her absence.

The rule, however, is not invariable. Since the use of automobiles in the field work began a male superintendent sometimes takes out a group of several children for placement in homes which may include one or two girls. In such cases, we are informed that the girls are placed with foster parents before the close of the first day, and are never in the care of a man when night falls. It is admitted, however, that in the visitation of placed-out children in their foster homes the male superintendents do a general work, regardless of sex. The excuse for this practice is that it would greatly increase the cost of field work to have women supervise all homes in which girls are placed.

In view of the economy which has been effected by the new automobile system the Kentucky Society can well afford to incur whatever additional supervisory expense may be necessary in order to give to all the girls who are its wards the sympathy, counsel and watch-care of women. It may be necessary to continue for them the old plan of travel by railroad and hired conveyance; but in Mississippi the Children's Home Society is planning to have its women field agents run automobiles, and the authorities of the Mississippi Society believe that this plan can be carried out with

safety and success. It is not safe to depend upon even the most judicious and conscientious men to visit girls in foster homes because cases sometimes arise of such difficulty and delicacy that they cannot be properly dealt with by men.

Boarding-out Department Needed.—The Society so far has confined its work almost entirely to the reception and care of destitute children who are entirely homeless, and who are officially committed to the guardianship of the organization. We believe that the time has come when it will be wise to modify this method, and expand the work on other lines. There is special call in these days for the temporary care of children who should not be entirely separated from their relatives, and whose parents or relatives, unable for a time to provide proper homes and care, may be expected to arrange to make such provision within a few weeks or months. There are also many court cases that cannot be finally adjudicated at once, and temporary care of dependent children is required, other than can be furnished in detention homes.

It is difficult to find child-caring institutions able and willing to provide for such cases. Many parents and relatives object to their children being placed in institutions. The plan of providing temporary care for such children in selected and supervised boarding homes, not more than two or three children to be assigned to any one family, has been found both practical and successful in several States, especially in the East.

Parents and other relatives in temporary distress welcome such service. Juvenile courts are glad to use it, no matter how excellent their detention homes may be. The courts make temporary commitments of such children to proper organizations, the court retaining guardianship of their persons, and ordering in most cases the payment to the boarding-out agency of the cost of service, either by relatives or from public funds. When the relatives are able to re-establish a home, or the cases can be finally completed, the relatives assume care of the children, or the court recalls them for release or for permanent commitment.

Service of this kind is greatly needed in Louisville. It will be provided in the near future by some organization. The Kentucky Children's Home Society, already expert in the selection of homes and the placement and supervision of children, is better situated than any other organization in the city to establish a boarding-out department. It would be far wiser to attach such work to a strong and permanent Society than to have it inaugurated by some new organization, possibly as a mere experiment, managed by inexperienced officers, and at larger expense than

as a part of a well-established and well-known agency. It seems very desirable that the Kentucky Children's Home Society establish a strong and efficient boarding-out department.

Special Co-operation.—Louisville social agencies are now friendly in their relations, but have not yet reached the stage of full co-operation. Each organization should limit or modify its functions so as to fit them to work in conjunction with others for the best possible community service. The assistance of the Kentucky Children's Home Society is now desired in two very important features of co-operation. One is aid in special case work outside of Louisville. This can be done for the local organizations by field workers of the Society much better and more cheaply than by the local workers making costly trips to all parts of the State on such errands. The other is supervision of children placed-out by institutions. In New York, New Jersey, Oregon and other States child-placing agencies are doing such work, having expert case workers, facilities for getting information and experience in placing-out and supervision. It would be a helpful and progressive thing to do in Kentucky. The Society can thus improve the service in regard to both case work and supervision, and at the same time strengthen the bonds of friendship with many of the Louisville agencies, by readiness to co-operate in these and any other legitimate ways.

Summary.—While the facts brought out in this report speak for themselves, it is proper to say in conclusion that intensive study of the work, methods and official personnel of the Kentucky Children's Home Society has made a very favorable impression upon the writer. There are some minor defects, as the report has noticed; there are some additions desirable, as has been pointed out; but the same would be true of any organization in the country. The Society is doing a larger work for the welfare of the children of the State than many Kentucky people realize, under difficulties greater than even a majority of the State's social workers are aware, and in ways that in general are worthy of the fullest commendation. It should have the moral backing, generous financial support, and cordial co-operation of the citizens of Kentucky in even greater measure in the future than in the past.

IV.

KENTUCKY HOME SOCIETY FOR COLORED CHILDREN.

IN MOST of the Southern States very little organized help is provided for dependent colored children. When such become destitute and homeless they are simply "taken in" by relatives, if there are any, or by neighbors, if no relatives are available, and allowed to share with the children of the family in whatever is provided or possessed. Negroes are emotional and sympathetic, and respond generously to calls for aid. However humble the home, or numerous the brood of children belonging there, it is common practice among colored people, especially in country districts, to add any orphan or deserted homeless child to the group, with sublime disregard for increased burdens of care and financial support.

This primitive method was allowable in former times, before society realized the necessity of systematically conserving child life, but is now seen to be insufficient for the welfare of dependent children, as well as an imposition upon the narrow quarters and limited means of the generous families that admit them to their homes. Progressive white people all through the South, and the leaders among the colored people themselves, are beginning to recognize the necessity of systematic and united efforts to conserve the distressed and endangered negro children, in the same way and with the same thoroughness that are employed in saving the neglected and dependent white children.

Public opinion in the South has not yet reached the stage where humanitarian efforts are free from race limitations. There are still many excellent white people who take no interest whatever in movements to specially improve family and living conditions among the negroes. They are indifferent in regard to matters of morality, infant mortality, the spread of infectious diseases, housing reform and sanitation, and other like essentials of life, not realizing that living in the same communities with the neglected colored people the health and welfare of all white people are endangered by all adverse conditions affecting the other race. Diseased colored cooks and housemaids, who are more numerous than the writer dares indicate, impartially spread the germs of their maladies among their own people, with whom they spend their nights, and among the white people, whose food they prepare and whose clothing and bedding they handle day after day. Likewise neglected and homeless colored children, badly *housed, ill fed, utterly untrained*, grow up to be a menace to every *community in which they dwell*, and from them are recruited the

body of negro vagrants and criminals. Provision for the proper care of dependent negro children is therefore important to both races.

Child-placing agencies in the South are almost entirely devoted to dependent white children. Public sentiment will not permit a single agency to operate in behalf of both races, hence separate organizations are necessary. The white people are not fully awake as to the needs of the colored people, and the negroes themselves are financially unable to adequately support such efforts, hence up to this time among them child-placing organizations are few and not very successful. A Kentucky society for this work, with headquarters in Louisville, will now receive serious consideration.



Louisville Receiving Home
KENTUCKY HOME SOCIETY FOR COLORED CHILDREN

Historical.—The Kentucky Home Society for Colored Children was organized in 1908 by Dr. C. H. Parrish and a number of friends; the Eckstein Norton Institute, a negro school near Louisville, was chosen as a temporary receiving home, and 1014 South Sixth Street, Louisville, as the office of the organization. Dr. Parrish has been the president of the Society from the beginning.

In 1909 the services of Mr. O. Singleton were secured as superintendent. He resigned in July of that year, after a service of about four months, and Dr. Parrish became superintendent and solicitor as well as president of the Society, which positions he has filled to the present time.

That same year the headquarters of the Society was transferred to 807 South Sixth Street, Louisville, a property owned by Dr. Parrish, to whom a regular rental is paid. The Legislature of 1910 made an appropriation to the Society of \$5,000, and successive Legislatures have continued the appropriation, which is now an annual subsidy of \$10,000.

The work has been severely criticized by some people, both white and colored, and as highly commended by others. Referring to a report by the State Inspector in 1918, Dr. Parrish says:

"The report shows that the number of children cared for during the eight years was 542, that the per capita is \$241.84; or, in other words, it has cost \$89,823.68 to run the institution for these eight years. Of this amount the State has given less than \$70,000, when it is taken into consideration that many of these warrants were discounted. I might say that of the 542 children cared for during the past eight years, not one of them has been placed in the penitentiary. I know that the majority of them have come up to our expectations of citizenship. Some of the boys are industrious farmers, one boy has purchased a farm of his own, some have graduated from public schools with honor, some are in France, many are working in the best white families, and others are members of the best colored homes.

"As to the general charge of extravagance, I would say that the colored destitute child is deeper down in the sub-strata of destitution, and it requires more to lift him. I have not heard of white destitute children being left in barns and fed by neighbors, but we have taken children out of such places, clothed in coffee sacks and satisfying their hunger from the garbage pile.

"We have found them in almshouses, jails, barns, and often among hardened criminals for want of a better place to put them. Some were clothed in old pieces of carpet; some of the children were crippled; some are mentally weak, and many are backward. It has been the business of the Society to build these children up in health and morals, and so fit them for homes in the best families."

Property.—So far as could be learned, the Society owns no property except some furnishings of small value at the rented receiving home, and a little office equipment. The property used as the receiving home and Society office belongs to Dr. Parrish,

and he receives as rent for it \$35 a month. It is a two-story brick residence, slightly remodeled for this use, and has a capacity for the care of fifteen children.

The Society also has some children in care at the Eckstein Norton Institute, near Lotus, 28 miles from Louisville. This property was once the seat of a special school for colored youth. Some years ago the school united with the Lincoln Institute, the students were transferred to that location, and the plant of the Eckstein Norton school was practically abandoned. It has several buildings, the largest a three-story brick structure, all naturally now somewhat out of repair. The site is a tract of 76 acres, about half in cultivation. The value of the property is probably less than \$10,000. It is now said to be used as a county school, with the teacher in charge also as caretaker. The title to the property is still with the practically defunct Eckstein Norton Board, of which Dr. Parrish for many years has been the principal figure. There are said to be claims against the property of indefinite amount and validity.



ECKSTEIN NORTON BUILDINGS, near Lotus, Ky.

At this plant the Kentucky Home Society for Colored Children now boards many of its wards, paying about \$10 per month for the service. Dr. Parrish declares that those at the institute are mostly defective children who are unplaceable. Also any ordinary children who cannot be placed in a short time from the Louisville receiving home are sent to the institute for care until they can be located in family homes. Many matters are indefinite about these conditions and transactions, and make it necessary to emphasize the desirability of better organization and business methods, especially as a State subsidy of \$10,000 a year is involved.

Administration.—The Society is under the general administration of a board of fourteen directors, of whom ten are named by the Governor of the State, and the remainder are elected by members of the Society. At present there are only hold-over directors under the Governor's appointment, Governor Stanley claiming that it would take an act of the Legislature to empower him to make such appointments; and that body has not enacted such legislation. Owing to deaths and removals from the State, there are several vacancies in the membership of the board.

Practically all present authority seems vested in Dr. Parrish, the "President Superintendent," although there appears to be an executive committee. The articles of incorporation should be radically revised, a new board of directors should be elected, a strong executive committee should be given direct charge, and a thorough, businesslike administration should be inaugurated.

The Society is now supposed to have eight regular employes, if those caring for children at the Eckstein Norton Institute are counted. Superintendent Parrish is engaged in other work part of the time, but comes to the receiving home as needed and on call. The secretary of the Society has rooms at the receiving home, and is there nights and when specially needed. One woman is employed as matron, but the main part of the receiving home work appears to be done by large girls, who also attend school. A bookkeeper is employed in the office, but it is not certain that he is on duty all of the time. And there are two financial agents who have other official positions in connection with the Baptist church, but incidentally do some soliciting of funds and possibly field work with children for the Society. At the Eckstein Norton plant the caretaker and one woman assistant are counted as in the service of the organization.

Dr. Parrish is a prominent figure among the colored people of the city. He is president of Kentucky University, an institution for colored youth, with over 150 students. He is pastor of a large and important colored Baptist church. That he can give only a fraction of his time to the Kentucky Home Society as its "President Superintendent" is evident.

The secretary of the Society, Mrs. Bessie L. Allen, is similarly engaged in various lines of community service. She is one of the regular and salaried probation officers of the juvenile court. She manages the Booker T. Washington Community Center, a settlement house for colored people. And she is the secretary, and next to Dr. Parrish the chief officer, of the Kentucky Home Society.

There is a severely critical spirit shown by many Louisville people, both white and colored, concerning the administration

of so important a Society by persons who can give to it only a fractional service. It is believed that with a State subsidy of \$10,000 a year, and a potential support of considerable amount from private donations, the Society should command the entire time and all the energy of several capable and efficient workers. This is too evident to need discussion.

In fairness to Dr. Parrish it should be said that apparently he is not charging the Society with a full salary for part time work. He receives only \$45.00 per month for Society services, which is a small remuneration for even the fractional time and work given by a man of his ability to the organization. Mrs. Allen receives her salary of \$1,000 per year as a probation officer from the city. At the receiving home she has rooms for herself, her husband, a child and a servant, with board for them all, and a nominal salary of \$5.00 per month. Such home accommodations are in value at least equal to the city salary. What she receives as manager of the Booker T. Washington Community Center was not ascertained.

Receiving Home.—The building at 807 South Sixth Street, Louisville, is not ideal for receiving home purposes. The house is old, many of the furnishings are poor, and the arrangement of rooms is not adapted for the care of various ages and both sexes of children. The children cared for are mainly large girls, who are being given special schooling, with a few children held awaiting placement in families. The care seems to be good, if the standards of the workers in the Society are accepted, but leaves many things to be desired if viewed from the standpoint of modern social service. Lack of fire escapes endangers the lives of the children who sleep in the attic. The lack of system and discipline, the crude furnishings and appliances in the parts occupied by the children, and the generally unattractive condition of all parts of the house except the rooms occupied on the second floor by the secretary and her family, make a rather bad impression on the visitor. There is one bedroom on the first floor, with five single beds for small children, and two dormitories, one for boys and one for girls, in two rooms on the third floor, which is only a half-story, poorly lighted and ventilated, furnished with cot beds, with no fire escapes, and only a narrow stairway.

The office work done in the front room of the receiving home is of the simplest sort, and in the writer's judgment is too limited and imperfect for a Society of this kind. The equipment is small and is not in shape to show the work done, or the various elements of service. Complaints of poor record and office service are numerous. There should be card indexes and filing c

and all records should be modernized and perfected, and then kept up regularly and in full. Relations to the State, and the necessity of making monthly statements of expenses, have made it necessary to have fairly satisfactory records of finance. The records of children are equally important, and should have at least equal attention.

Current Finance.—The income of the Society for the year ending June 30, 1918, was \$10,713. Of this \$10,000 was from State appropriations, leaving only \$713 received from private donations. The expenses for the year, as shown by a schedule prepared by the bookkeeper, were \$10,198, of which only \$1,353 were for salaries. Board for children, presumably those at the Eckstein Norton plant, cost \$3,333. Provisions cost \$2,811. Clothing and dry goods, \$857. Rent was \$418. A bill for repairs, presumably on the receiving home, amounted to \$382; and if this bill is added to the \$418 rent, it makes a total of \$800 for the use of the house, or rather its first and third stories, as much of the second story is used by the secretary and her family. The only traveling expense noted is \$13 for the "transportation of children." A child-placing agency, presumably doing a State-wide work, and claiming connection with thirty-seven counties, but expending only \$13 on the traveling expense of its field work, is an anomaly in social service.

Reception of Children.—All of the wards of the Society are received on court orders; with the case work and all investigations supposed to be made by court officials. As the courts make merely perfunctory studies of the cases, and no forms are prepared for recording the facts in each case, the information filed by the Society is exceedingly meager and imperfect.

All of the suggestions and recommendations made in the report on the Kentucky Children's Home Society in reference to these matters are here made in regard to the Kentucky Home Society for Colored Children. The writer sees no reason why colored citizens or their dependent children should be treated in these legal and social service matters on any different basis from that suggested for white citizens and children.

Extent of Work.—In the nine years of its operation the Society claims to have cared for a total of over 600 children. The detailed work for the year ending June 30, 1918, is as follows: On hand at the beginning of the year, 52; received as new children or returned for replacement, 58; total in direct care during the year, 110. Of these, 65 were placed or replaced in family

homes; 12 were returned to their relatives or transferred to other places or institutions; leaving 33 children in care at the close of the year. At that time the Society was supposed to have 142 children placed-out in homes somewhere in the State, the majority being in Louisville and Jefferson county.

This work is supposed to be related to 37 counties in Kentucky, and of 427 children listed by counties, 258 are credited to Jefferson county. The list is evidently not complete, nor up-to-date, although made in 1918, when the Society was supposed to have cared for about 600 children. The utter lack of traveling and other field expense is evidence that receptions from and placements in exterior counties have had very little attention.

Unplaceable Children.—Dr. Parrish stated that most of the children on board at the Eckstein Norton plant were defectives, chiefly feeble-minded. They were forced upon the Society's care by court orders, and it was obliged to continue providing for them indefinitely because there is no place or institution in the State that will receive them. They should be given mental tests at once, and the facts ascertained beyond controversy.

The Institution for Feeble-Minded at Frankfort has no department or provision for negro subnormals. Justice and humanity demand that the State arrange at once for the proper care of feeble-minded persons of negro blood and extraction.

It is just as unfair and undesirable to impose diseased and feeble-minded children upon a colored child-placing agency as upon one for whites; therefore, the statements and recommendations made in regard to the commitment of such children to the Kentucky Children's Home Society are equally applicable to the Kentucky Home Society for Colored Children.

Tests of Mentality.—Dr. Parrish says of the children received by the Society: "Some are mentally weak, and many backward." So far as could be learned, no special mental tests by psychological experts have been made, so the above refers to such children only whose mental condition was so manifestly subnormal as to be noted by ordinary social workers. It is very desirable that mental tests be given, so that the Society may determine the social, educational, and vocational possibilities of its wards. Such action is earnestly recommended.

From conversations with Miss Henrietta Race, director of the Psychological Laboratory of the Louisville Public Schools, the writer believes that the Society might make arrangements with that department for mental tests of its wards. This would be a desirable method of procedure, and would secure the need tests practically without any expense to the Society.

Field Work.—This very important part of the activities of a child-placing agency seems to have an exceedingly small place in the work of the Kentucky Home Society for Colored Children. As already stated, no expense of field work is recorded, except \$13 for the transportation of children. The schedule of disbursements, furnished by the Society office, shows no expenses in the reception of children, investigation of families applying for children, taking children to their new homes, or of the visitation of children placed-out in families, save the above small amount. The conclusion reluctantly reached was that the Society is doing no field work that merits mention or recognition. Various complaints as to the Society's failure to visit, supervise, or return improperly placed children, call for investigations by those in authority.

Dr. Parrish stated that two men who are connected with religious organizations, and travel at large through many counties of Kentucky, incidentally present the claims of the Society in various places, and raise some money for the organization. During the fiscal year ending June 30, 1918, in addition to the \$10,000 in State appropriations, the Society recorded \$713 received from private donations. It is presumed that this sum, or most of it, came from the efforts of these soliciting agents, who receive no salary from the Society, but retain thirty or forty per cent of money collected as commissions. This method of raising funds is no longer approved by social workers, and seldom results in any appreciable help to the organization concerned. Financial agents should be paid a regular salary for steady work; they should be supplied with triplicate receipts, one for the donor, one for the Society, and one to be retained by the agent himself; and all money should be receipted for when received, and all that is collected should be sent to the Society treasury weekly. Under proper restrictions, the donations of interested friends all reach the treasury, and the expense of collection is reduced to the minimum. Knowing that the Home Society for Colored Children needs more money to properly do the work for which it is organized, the employment of one or more financial agents on salary is recommended.

Quality of Placing-out Work.—Lack of time and the great expense of making a study of placed-out children on the plan adopted in the study of the work of the Kentucky Children's Home Society, the Kentucky Home Society for Colored Children *having no district superintendents or automobiles to assign for such service, prevented a detailed visitation of foster homes and*

placed-out children, in the 37 counties containing the 142 said to be now located in approved families. The above mentioned deficiency in field work indicates positively three things:

1. Little or no personal investigation of families applying for children, save perhaps within the city of Louisville.
2. The sending of children unaccompanied to practically unknown homes, on arrangements made largely by correspondence.
3. An utter failure to personally visit the children and homes after placement, to give them proper supervision; for such work cannot be done without expense, and no expense for field work is recorded.

Part of the negro children placed-out by this Society are located in white families. These are well-grown boys and girls; able to earn their keep and in some cases more. The quality and suitability of these white families and the actual relations and condition of the colored children they have taken should be investigated. Rumors of unsatisfactory work along this line are numerous, and the facts should be ascertained, as a matter of justice to the Society and of humane supervision of the children.

Attention is called to the five points of excellence for foster homes, the five points on the condition of placed-out children, and the conclusions of expert social workers in regard to kind and frequency of supervisory visitation, given in the report on the Kentucky Children's Home Society, and which apply to the work done by the Kentucky Home Society for Colored Children. The same ideas and principles should govern the work, without respect to race or color.

In their application to colored homes of the five points of excellence, and in the estimate of the condition of placed-out children, there will be a difference in the mental conceptions of the various workers as to what constitutes a good foster home, or satisfactory conditions of child life. Probably "good," and "satisfactory," will mean for negroes something less than when applied to white people, for their average of social and living conditions is lower. For instance, what would be called a first-class home for a colored family on the average would not have the same or as high quality of conveniences and furnishings as one for a white family.

But the general requirements for child-placing, the plans, methods and principles for service, should be alike for all, and the colored as well as the white organizations should be compelled to measure up reasonably close to approved standards. This will require the Kentucky Home Society for Colored Children to do better reception service, give better receiving home care, and do much more field work; do all much more systematically than its work is now being done, do all according to standards not clearly apprehended up to this time, and by regular salary

workers of some training and experience. If its office, home and field work cannot be thus improved, the Society should cease operations, and the State should discontinue its subsidy.

Final Recommendations.—Kentucky greatly needs this organization, which should do a State-wide work for colored children closely corresponding to what is done by the Kentucky Children's Home Society for white children. Its charter should be redrawn on a more modern plan; its board should be reconstructed and kept full; its officers should devote their entire time to the work; the receiving home should be improved and the children given first place in its accommodations; the office should be modernized and its records enlarged and well kept; especially should its field work be done so as to secure right diagnosis, legal commitments and case histories of all children received; all applicants for children should be visited before placements are made, only proper homes should be accepted, and personal visits should be made at least once a year to all placed-out children. If these things are done, this Society may become one of the most useful of Kentucky's social organizations.

If agreeable to public sentiment, and permissible under the laws of Kentucky, a happy solution of many problems might be found in a united administration of the child-placing work for the two races. Two branches or societies could be placed under the executive control of a General Superintendent, with separate chief Secretaries, offices, receiving homes, and corps of workers for each race. If necessary, separate boards of trustees could be formed to hold property for the two organizations. The General Superintendent, with a strong Advisory Board of leading citizens, the Board serving without compensation, could direct in general movements, establish standards, define methods, maintain a high quality of service, and be the legal and responsible leaders in advanced and harmonious child-placing for the Commonwealth.

V.

NATIONAL HOMEFINDING SOCIETY FOR COLORED CHILDREN

This organization is peculiar, and is given a section to itself. It is incorporated under the above name, has its regular board of directors, and is represented as a "national" child-placing agency to the social workers and authorities of several States. The title, however, does not exactly conform to the facts. The organization's work with children is almost wholly local, not national. Very few homes are found in private families for the children served, therefore "homefinding" is not its chief characteristic. Its present function is to care for a small number of dependents in a single city building, hence its work would indicate an "institution" rather than a "society." A detailed statement will clarify the situation, so the organization is given separate treatment without classification.

Historical.—This Society was organized and incorporated in 1909 by Superintendent O. Singleton and others. Superintendent Singleton for four months previous to entering upon this work was the superintendent of the Kentucky Home Society for Colored Children. Since the organization of the National Home-finding Society he has been its general superintendent. A large residence, somewhat modified for institutional purposes, at 1716 West Chestnut Street, Louisville, is the Society headquarters. A pamphlet circular thus describes the scope and purpose of the organization:

"This home is dedicated to the care and training of homeless, dependent, destitute and neglected colored children. This is not a local but a national institution. Its benefits are for the needy child regardless of the county or State in which it may reside. Also mothers having fatherless children, and who desire a clean, safe, and wholesome institution, where they may place their little ones with a feeling of perfect safety, where the influences, training and surroundings are conducive to the development of right character and good habits, receive a hearty welcome from us, provided they continue to do all they can for themselves. Children of any State in the United States whose parents die and leave them helpless and dependent, need not be left to fall into the hands of relatives and neighbors unwilling and unfit to assume the responsibility. The National Home-finding Society was formed and exists for the special care of such children in such sections as have no provision for this class of helpless and innocent unfortunates.

"Commencing nine and a half years ago without a dollar, we have raised \$35,000, cared for 180 children, bought a nice ten-room brick residence, renovated the interior, built a porch across the front, built a 6-room frame annex in the rear, paying cash for it; bought an excellent "

near Irvington, Kentucky, in Breckenridge county, forty-eight miles southwest of Louisville, and paid for it, and made some improvements, secured implements and a cane mill of a capacity of nine tons per day, planted an orchard of over 200 fruit trees, and raised one crop."

Compare the first quoted paragraph with the second. "This is not a local but a national institution." In about ten years this "national" organization, serving ten millions of negroes, has "raised \$35,000, cared for a total of 180 children," many of them for brief periods and for living parents, and now has 35 children in care and 8 placed-out in families. As a colored man's real accomplishment in finance and service, the results are considerable; as a "national" project and work they are insignificant.

The prospectus says: "Children of any State in the United States whose parents die and leave them helpless and dependent need not be left to fall into the hands of relatives and neighbors unwilling and unfit to assume the responsibility." The facts are that of the many hundreds of colored children that are left wholly dependent each year, only five or at most ten are rescued and cared for, and nearly all of these are from the State of Kentucky. The spirit may be willing, but the Society is weak. It is not right to make such large offers, with such limited means and facilities to fulfill them. Proportionately, it is like starting a "national" bank on a capital of twenty-five dollars, and inviting the people of forty-eight States to come and do business.

An organization for the care of colored children may be needed; the work done may be altruistic and desirable; all of those connected with the Society may be devotedly endeavoring to better the condition of negro dependents; but the name adopted, the broad program outlined, and the immense offers made, do not tally with the facts.

Originally intended, as its name indicates, to be a general child-placing agency, with great ideas of expansion and enlargement, this organization has developed only into a small institution for permanent care. At present very few children are placed-out, and as the capacity of the receiving home, or institution, is less than forty, the reception of new children is exceedingly limited.

The evident intention now is to enlarge the present work by placing children upon the farm, both to assist in its operation and to provide training in agriculture and horticulture. The superintendent says he has engaged "A man of broad experience and excellent qualities to take charge of the farm and of the boys." *Care must be taken not to sacrifice the educational interests of boy in order to secure profitable results from the farm.* Mrs.

eton, as the matron of the home, remains in charge in Louisville all the time, and Superintendent Singleton is engaged over the time in representing the Society and collecting funds.

Administration.—The administration of the Society is by a perpetuating board of directors containing twenty members. Its affairs are in the hands of Superintendent Singleton. There is an executive committee, and an auditing committee of three members. The matron, Mrs. Singleton, has one hired assistant at home, and the rest of the work is done by the children.



Home and Headquarters

NATIONAL HOMEFINDING SOCIETY FOR COLORED CHILDREN

The Home.—The building at 1716 West Chestnut Street, Louisville, is a two-story brick residence, with a frame addition, valued at about \$5,000. It is quite well furnished, and is kept clean and in a fairly sanitary condition. Twenty double beds are provided to attain a capacity of forty children; and double beds are objectionable for institutional purposes. It is fair to say that the care given is good; better, in fact, than in any other Louisville institution for colored children. The office work of the Society is very small, owing to the fact that in ten years only about twenty wards have been cared for, many of these only temporarily leaving parents, especially mothers.

Current Finance.—The total income for the year 1918 was \$1,133. The money was raised mainly by the personal efforts of Superintendent Singleton, most of it in Ohio, Indiana, Illinois, Iowa,

and Michigan. The expenses for 1918 were as follows: Office and field, \$841; farm operation, seed, and implements, \$682; salaries and wages, \$1,564; general home expenses, \$3,615; a total of \$6,702. Omitting the first two items as not directly related to the care of children in the home, the balance is \$5,179; and the average expense per child for the year was \$144. There is evidence in their appearance and in other ways that the children are well fed, clothed, and schooled. The above does not include the produce of gardens on four city lots, and liberal donations of food, clothing, and other supplies, from friends in the city of Louisville. Some of the permanent wards are now old enough to be in the sixth and seventh grades in school, and to earn a little from time to time for the purchase of their own "shoestrings, stockings, toothbrushes, and some of their underwear."

Reception of Children.—The Society receives some children for merely temporary care, and such are not wholly given into the guardianship of the organization. They are in most cases reclaimed by relatives after a stay of a few weeks or months. The regular wards of the Society are mainly from Kentucky, and nearly all are received on parental "surrenders," written documents relinquishing the children to its care, "to be * * * reared, cared for, and maintained, under the rules and regulations of said association, or to be placed by it in a good family home." The parent, "in consideration of said care and maintenance," relinquishes "all claims to, and right in, such child, and vest the same, so far as may be done, in said association."

Parental surrenders are legal and are used in the reception of children by many organizations in a majority of the States; yet it is considered better to have the basis of such personal guardianship the order of a competent court.

A Year's Statistics.—As before stated, the Society has cared for a total of about 180 children since its organization in 1908. During the year ending December 31, 1918, children were cared for as follows: In the home, January 1, 1918, 35; received during the year, 19; returned for replacement, 4; total in direct care during year, 58. They were disposed of by placing 4 in family homes; returning 19 to relatives and friends; and retaining in care 35 at the close of the year. At the time the Society had a total of only 8 placed-out children. The figures indicate no changes at all, save replacements, among the permanent wards. The superintendent says: "The daily average for the year was 36; 19 were temporary boarders and were returned to their *parents*." *All were in the Louisville home. No children have*

yet gone to the farm. March 24, 1919, there were 37 children in care, of whom one came from Florida, two from Illinois, and 34 from Kentucky.

Field Work.—Personal letters from Superintendent Singleton make the following statements:

"We have placed such a small number of children for the reason that we have not been financially able to properly look after them, while paying for property and otherwise laying foundations for effective future work; and because so few people who apply seem to have the right spirit, which counts with us more than wealth. We also have adopted the policy of giving the children a degree of necessary training and schooling before placing them out.

"We placed only four last year, with considerable difficulty, and they are not really placed satisfactorily. So we have concluded to keep all homeless children in our direct care until I can get released from having to raise all the money for our support, and will have the time myself to keep tab on those who are out in family homes.

"To carry out this plan we have just recently bought a farm of 108 acres at Irvington, Kentucky, and have arranged to use it to provide a home for and train boys until I am in shape to place them out and follow them up with good supervision."

This indicates a definite abandonment of child-placing in families for an indefinite period. The work, therefore, probably will be merely institutional for years to come, with a farm tract as a home for boys.

Conclusions.—Superintendent Singleton deserves credit for maintaining a home for colored children for ten years, with an average of 30 in care, raising all the money for its support by his own personal efforts. His wife, who has been a mother to these children in her position as matron, deserves equal praise. Still, there are many points for valid criticism that cannot be ignored.

The title of the organization is a misnomer. It is too extensive for the Society's activities, and, in view of Mr. Singleton's own statement, is misleading. The Society is not national. Its work of caring for children is local, with few exceptions the wards are Kentucky children, and the main outreach of the Society's activities has been Mr. Singleton's appeal to citizens of other States, principally Northern, for financial support. The term "homefinding" is used throughout the Union with reference to child-placing in families, and that type of work has been almost entirely discontinued and abandoned by Mr. Singleton over his own signature. As it is neither a "national" nor a "homefinding" society, a name should be adopted describing the work.

actually does and the ideas it really represents. It is not fair and honest to continue the work under the present name, or to make a general appeal for a local institution without making its true character known.

Considered with reference to its original purpose, the outreach of the Society has been northward when the needs are southward. The Northern States provide for colored children in the same way and by the same organizations that provide for white children; hence this society is not needed in the North. It may perhaps collect money in the North, but it should do so with the donors' knowledge that it is for local work and to help Southern children. Kentucky has a child-placing agency for colored children, now under special criticism for faults in operation, but it should not be put in competition with another in its own city. The rightful field of the "National Homefinding Society for Colored Children" for service is the South, and the greatest needs are in Louisiana, Mississippi, Alabama, Georgia and Florida. For homefinding work its headquarters should be in the midst of the people it desires to serve, perhaps at Montgomery. With right ideals, methods, and workers, a large work of child-placing in families, not national but broadly sectional, is both possible and desirable. Present conditions and relations are justly criticized and should be rearranged to meet objections, or the Society should be refused recognition.

VI.

PRIVATE INSTITUTIONS FOR DEPENDENT CHILDREN

Most of the private institutions for dependents in Kentucky have been established either to supply an apparent local demand, or to accomplish the seemingly needed work of some religious body. In many cases locality needs have been subordinate to special denominational fidelity, proper co-ordination of work with others of similar functions has been ignored or overlooked, and often the institutions have had very limited financial basis for their undertakings. As a result, a majority of them are small and unprogressive, they overlap one another in service and territory, and some are going on simply because their boards would think it reflected on their administration if the institutions closed their doors or even modified their functions.

There are sixteen institutions for dependent children in the Louisville group. Of these one is Jewish, two are nonsectarian, four are Roman Catholic, and the remaining nine are establishments of seven Protestant denominations. Very brief mention will be given to each one, noting the name and location, financial investment, capacity, current finance, and numbers of children in care. They are listed alphabetically by their titles.

1. **Christian Church Widows and Orphans' Home**, 225 East College Street, Louisville.

Founded 1872. Established by the Christian churches of Kentucky, and controlled by a board of fourteen directors, who are elected by the churches. The home is a three-story brick and stone building, once a residence, but arranged and modified for orphanage use. It is in an excellent residence section of the city. Children of both sexes are taken, from infants to those twelve years old. They attend the public schools. The institution is in good repair and very clean and sanitary. No placing-out work is done, save as children are able to go out for self-support.

Value of property	\$65,000
Capacity of Home	85
Regular employes	9
Average number of children in care	80
Annual cost of maintenance	\$13,549
Average expense per capita	\$169

2. **Colored Orphans' Home, 1224 Eighteenth Street, Louisville.**

Founded 1873. Originally, this institution was the Orphans' Aid Society, established by the American Missionary Society, which still has a mortgage of \$1,600 upon the property. Later it effected local organization under the title now used, Colored Orphans' Home, and is governed by a board of three trustees, aided by an advisory board of thirty-one members, drawn from negro churches of various denominations that contribute to its support. The site contains three acres of ground, valued at



COLORED ORPHANS' HOME

\$16,600. The building, a two-story brick structure, was "worn out forty years ago," is unsanitary, in bad repair, totally unfit for orphanage use, and yet continues to house an average of over thirty children. It was said by the matron: "A few sleep three in a bed." The building is used only because the home is too poor to replace it. The institution cares for colored children from three to fifteen years old, many of them with living mothers, who are unable to provide a home. This is the only colored orphanage in the city, and the conditions are so wretched that it should either acquire a new building or cease to operate. Rev. E. G. Harris, president of the board for over ten years, and a worthy negro clergyman, does all he can with the limited means *at his command* to wisely and economically carry on the institution. The children attend the city negro schools.

There is a small endowment, which was loaned out, but was not properly managed. Originally it exceeded \$7,000, but probably less than \$5,000 can now be counted on as assets. The board is now engaged in forcing payments of notes and foreclosing long overdue mortgages to regain control of this money.

The board, under the leadership of Rev. Harris, also has set to work to raise money among the colored people for a new building. It proposes to raise \$10,000 in cash as soon as possible; arrange for the use of the \$5,000 now in unproductive endowment; and borrow \$10,000 more upon the property. This will enable them to erect a \$25,000 modern building on a site now worth \$16,500, and thus meet the needs of the colored dependent children of Louisville. To the writer the project seems entirely feasible, and its immediate accomplishment very desirable.

Value of property (ignoring old building).....	\$16,600
Endowment	\$5,000
Capacity of Home	30
Regular employes	1
Average number of children in care	30
Annual cost of maintenance	\$3,000
Average expense per capita	\$100

3. German Protestant Orphans' Home, 1232 Bardstown road, Louisville.

Founded 1852. Established by the German Protestant churches of Kentucky, and governed by a self-perpetuating board of eighty trustees. The grounds contain eleven acres in beautiful grove and fertile garden land. The main building is an imposing three-story structure, with hardwood floors, steam heat, and modern conveniences. The capacity is 125. There are five regular employes. Children of both sexes are received, from two to sixteen years of age. It is a neat and orderly institution, evidently under strict discipline, and the children seemed to have good health and to be in the best of spirits. The institution provides its own school, which apparently is of fair quality.

Value of property	\$250,000
Capacity of Home	125
Regular employes	5
Average number of children in care.....	78
Annual cost of maintenance	\$12,038
Average expense per capita	\$154

4. Home of the Innocents, 108 West Broadway, Louisville.
 Founded 1879. A Protestant Episcopal orphanage, governed by a board of nine directors, and an auxiliary board of eighteen ladies, with the bishop of the diocese as president. The building is a three-story brick structure, rather out of date, on a fine but limited lot, which affords no playgrounds for the children. There is a small endowment. Children of both sexes are taken, from birth to six years of age. The writer was informed that: "Mothers have to sign a book when children are left, stating whether or not they are for adoption. If intended for adoption, the child is counted a full ward of the home. Adoptions are made without putting the family on any probation, the papers being completed on the taking of the child." If such a method is legal in the State of Kentucky, the laws greatly need revision. Even a formal surrender seems to be lacking; and to so place children and grant legal adoption, is far from approvable according to present standards. The altruistic character of the home people may be unhesitatingly granted, while the above and other matters are severely criticized.

Four special suggestions are made:

1. Co-operate more closely with the Associated Charities for adequate case work on receptions.
2. Have at least one trained nurse in service at all times, and constant help from a medical staff.
3. Arrange and keep a full and comprehensive system of records.
4. Have all placing-out in families done by a regular child-placing agency.

Value of property (including endowment).....	\$40,000
Capacity of Home	45
Regular employes	10
Average number of children in care.....	41
Annual cost of maintenance	\$7,000
Average expense per capita	\$171

5. Jewish Children's Home, 1322 Garvin Place, Louisville.
 Founded 1909. An institution under the direction and control of the Federation of Jewish Charities of Louisville, for the care of any dependent children, from infants to fifteen years of age. Those received are mostly Jewish, but no hard and fast lines are drawn against Gentiles. The cases are mainly those needing only temporary care, and children entirely dependent

and homeless are sent to the Jewish orphanage at Cleveland, Ohio. Located in a good residence property in the central part of town. Care and conditions excellent.

Value of property	\$7,500
Capacity of Home	30
Regular employes	4
Average number of children in care.....	25
Annual cost of maintenance	\$5,191
Average expense per capita	\$208



LOUISVILLE BAPTIST ORPHANAGE

6. **Louisville Baptist Orphans' Home**, 1022 South First Street, Louisville.

Founded 1869. Established by the Baptist churches of Louisville, and governed by a board of managers composed of one or more members from each of them. One of the most important private child-caring institutions in the city. The main building is a large, three-story brick structure, erected for the same purpose. It is out of date in its style and plans, but is well built and preserved. The laundry and heating plant are located in the rear of the main building. The institution receives children of both sexes from two to twelve years of age. Recently it has been decided to care also for infants. Original limitations in its charter prevent opening the institution to general work. Most of the time a large part of its capacity is unused, and either a change of charter conditions to expand its functions or cooperation with other institutions is desirable. Its place

methods should be modernized, or all placing-out assigned to a child-placing agency. The children who are old enough attend the public schools.

Value of property	\$50,000
Amount of endowment	\$313,000
Capacity of Home	125
Regular employes	14
Average number of children in care	97
Annual cost of maintenance	\$21,546
Average expense per capita	\$222

7. Louisville Presbyterian Orphans' Home, 1118 South Preston Street, Louisville.

Founded 1873. An institution of the Northern Presbyterian Church, and governed by a board of twenty-five members. The home is a two-story brick building, on a tract of several acres, in a good residence section of the city. The home has the usual modern conveniences, and is of the ordinary congregate type. It is quite well furnished. Children of both sexes from three to sixteen years are taken, "preferably those having Presbyterian parents." They are sent or arranged for by the churches, "and if one is offered, we just take it." There is no systematic or expert case work done, either in reception or in placing-out in families. The children seem to be well cared for, and the institution fairly well supported. The several acres of site are mostly in gardens, and aid materially in the institution's support, but the proceeds are not included below. The children attend the public schools.

Value of property	\$65,000
Capacity of Home	38
Regular employes	4
Average number of children in care	35
Annual cost of maintenance	\$4,100
Average expense per capita	\$117

8. Louisville Presbyterian Orphanage, Anchorage, Kentucky.

Founded 1853. An institution of the Southern Presbyterian Churches, and governed by a board of thirty members appointed by the twelve churches of this denomination in Louisville and the church at Anchorage. The home has a site of thirty-two acres, and an old but well-kept building, with extra good furnishings. The value of the property exceeds \$20,000. The building is of brick, is modern in equipment, and is excellently maintained. Children of both sexes are taken, from five to twelve years of

ge. Very few are placed-out in families. The care given, and the condition of the orphanage, are above the average. The children attend the Anchorage public schools.

Value of property	\$20,000
Capacity of Home	40
Regular employes	7
Average number of children in care.....	40
Annual cost of maintenance	\$11,500
Average expense per capita	\$287

9. Masonic Widows and Orphans' Home, Avery and Second Streets, Louisville.

Founded 1867. Established and governed by the Grand Lodge of the State of Kentucky. Its organization includes six general officers, twelve teachers, a strong medical staff, and various other employes. The grounds have 1,000 feet of frontage on Second Street, and extend back a full square. The buildings are imposing in appearance, but most of them are old, and of the congregate type common twenty-five to fifty years ago. There are some additions of more modern character. The entire property is valued at \$750,000, and there is an endowment of \$322,000, making a total of \$1,072,000. A number of widows of Masons occupy a part of one of the buildings, but nearly all of the plant is used for the care of children. About 400 children can be accommodated in the buildings assigned to them.

The Grand Lodge has definitely decided to rebuild and modernize the orphanage. A committee was appointed in 1918 to raise a building fund of \$1,000,000, and rebuild on this same tract; but a project to move to a larger suburban tract has been under consideration. To do this, and build cottages according to the best modern ideas, would be very much better than to partially modernize the unsatisfactory old plant. It is hoped that counsel to erect a cottage institution will prevail. Yet it is finally decided to reconstruct the old buildings on the present site, much improvement is possible, although the expense will be almost as large as to erect an entirely new plant. Only orphan children of Masons are received, in age from three to sixteen years. Excellent graded schools are maintained within the institution. The faulty buildings, and some rather unsatisfactory methods, might be given more detailed consideration; but as the institution is in a transition state any such matters are omitted:

Value of property (including endowment).....	\$1,072,000
Capacity of Home	400
Regular employes	32
Average number of children in care.....	366
Annual cost of maintenance	\$63,900
Average expense per capita	\$1

10. Methodist Episcopal Church, South, Widows and Orphans' Home, 812 South Fifth Street, Louisville.

Founded 1871. An institution of the denomination named, and governed by a self-perpetuating board of twelve directors. The main building is of brick, three stories, and has the modern conveniences, but the structure is thirty or more years old, and of the type then common. Except in emergency cases, only children that are orphans are taken, in age from two and a half years to thirteen years. Both sexes are accepted. The institution takes many into full guardianship, and places them out in families after a short training in the home. The management claims very few replacements, because of the superior methods employed. From long experience the writer fears that lack of personal supervision of foster homes and children may account for the fewness of the changes required. The institutional care seems to be excellent, and the children attend the public schools.

Value of property (including \$50,000 endowment)	\$80,000
Capacity of Home	60
Regular employes	9
Average number of children in care	54
Annual cost of maintenance	\$13,104
Average expense per capita	\$243

11. Orphanage of the Good Shepherd, 1418 Morton Avenue, Louisville.

Founded 1869. Established by the Protestant Episcopal Church, and governed by a board of guardians containing fifteen members. Some original records say that in 1870 the orphanage officers took possession of the Morton Avenue property, donated by Henrietta Preston Johnson, "for the establishment of a free home and school for the education of and instruction in the useful arts or trades of indigent orphan boys, between the ages of six and twenty years, to be held under the control of three trustees, who shall be laymen and communicants of the Protestant Episcopal Church." Incorporation was completed in 1872.

After nearly fifty years of service, the present building should be thoroughly renovated and repaired, or, better still, give place to a new one. The basement and top story are now out of use because of their unfit condition, and some repairs on the main and second stories have made them temporarily usable. Only twenty-three children can now be accommodated, although the capacity was formerly thirty-five or forty. This institution receives boys from six to sixteen years of age, who attend the city schools. It is one of three institutions under the control of the Protestant Episcopal Church in Louisville. One is the Home of

e Innocents, previously mentioned; the third will be the next in its series. Some definite suggestions will be offered in connection with the last institution.

Value of property (includes endowment)	\$71,000
Capacity of Home (1919)	23
Regular employes (1919)	6
Average number of children in care (1917-1918)	31
Annual cost of maintenance (1917-1918)	\$5,937
Average expense per capita	\$191

12. Protestant Episcopal Orphan Asylum, 219 East College street, Louisville.

Founded about 1875. An institution of the Protestant Episcopal Church, governed by a self-perpetuating board of twelve members. The asylum occupies a tract about 100x200 feet in size, in a good residence section of the city. The building is a large modified residence. The officers of the board are inclined to complete separation from all other social movements, and a limited amount of information was obtained with difficulty. The institution declares its independence of others because it asks no funds from the public. Wealth tends to isolation. The asylum receives girls from five to nine years of age. The capacity is forty, but only nineteen were in care when the asylum was visited. They attend the public schools. All are orphans or half-orphans, and are said to be selected with great care. The furnishings are fairly good, and it is believed that the care given is first-class. Yet most of the work is done by the girls themselves, with workers except the matron being employed. Some of the girls are quite large, and have been in care for a number of years.

Value of property (including endowment) about	\$110,000
Capacity of Home	40
Regular employes	1
Average number of children in care	22
Annual expense for maintenance	\$2,950
Average cost per capita	134

The three Protestant Episcopal orphanages constitute a problem that should be taken in hand by the diocese in the near future. All of the institutions are small—capacities being 23, 40, and 45, a total of 108, which would only make one good-sized institution. All of the buildings are old, and none of them first-class. One building should be discarded at once. Three organizations, three matrons, and three sets of workers; three sets of buildings to keep in repair; and three appeals to the diocese every year for funds to maintain the homes.

Conversations with a member of one of the boards emboldens the writer to urge what already has been proposed by prominent laymen of the church—that the three small institutions unite, secure a suitable site in or very near the city, and erect upon it a modern cottage orphanage, with sufficient capacity to more than care for the numbers now indicated by the capacities above mentioned as the limit possible in the present buildings. The board member quoted declared it his opinion that funds for such a new plant could be easily raised without touching the endowments now possessed, which aggregate about \$160,000. This seems so feasible and so happy a way to arrange matters that one wonders why it is not done without delay. All matters related to former specially designated donations can be arranged by indicating certain cottages to take the place of former properties, or by friendly appeals to the authority of and definition of rights by courts. Administration of the new institution will be simpler, more economical, and in accord with the spirit of the times. Better work can be done. The diocese will have a single orphanage of high class to use and support, instead of three small and unsatisfactory ones that live "at a poor dying rate." Consideration of this simple and practical plan of action is urged upon the Bishop and all ministerial and lay members of the diocese.

13. St. Lawrence Institute for Working Boys, 233 East College Street, Louisville.

Founded 1908. A Roman Catholic institution, managed by the Xaverian Brothers. Strictly speaking, it is not an orphanage nor a children's home, but is a partial charity devoted to the home care and training of boys who are old enough to earn their way in part or wholly, but have no normal homes of their own. The property is a three-story residence of fifteen rooms, largely modern, in a good residence part of the city, very plainly furnished. Worthy working boys, fourteen to twenty-one years of age, are admitted. Each boy is secured a place to work, if he has none, and is given a home and watched over until he feels able to do for himself. The boys all pay a part of their expenses at the institute, as they are able; the amounts varying from \$3 to \$5 per week. The rest is obtained in donations to the work of the institute. Naturally the per capita cost is greater than for ordinary children in an institution. Some night school facilities are provided.

Value of property	\$15,000
Capacity of Home	25
Regular employes	3
Average number of children in care.....	13
Annual cost of maintenance	\$5,000
Average expense per capita	\$385

14. St. Joseph's Orphanage, 3823 Frankfort Avenue, Louisville.

Founded about 1860. A Roman Catholic institution, managed by the St. Joseph's Orphan Society, with the Ursuline Sisters in direct charge of the work. The property has a fine site twelve acres in the Crescent Hill district of the city, on which the large congregate building, long used by the institution. It is a typical orphanage structure of the old kind, almost universal many years ago. The property is valued at \$100,000, and can accommodate 200 children. Orphan or half-orphan children of both sexes from two to fourteen years of age are received. They are mainly presented by churches or parish priests. The orphanage does its own educational work, which includes all the grades and including the eighth. Owing to the influenza epidemic, the writer was unable to go through the building or study directly the methods of care. Some placing-out work is done. In January, 1919, Mr. Henry Bosse, the retiring president of the society, in his final report, said: "We appeal to all of you to assist in finding good homes for the boys of the orphanage. For the girls we have more applications than we can fill, but the boys are more difficult to place."

Value of property	\$100,000
Capacity of Home	200
Regular employes	20
Average number of children in care.....	171
Annual cost of maintenance	\$27,147
Average expense per capita	\$159

15. St. Thomas' Orphanage, Carter Avenue, Preston Park, Louisville.

Founded 1850. A Roman Catholic institution, managed by the Roman Catholic Orphan Society of Louisville, with the Sisters of Charity in direct charge of the work. The property consists of eighty-seven acres in the eastern part of the city, with very old but carefully repaired and fairly well-furnished buildings of the congregate type. Fire escapes, lavatories, city water, electric lights, and other modern conveniences were added in 1910. Dependent boys, who should be orphan or half-orphan, and from two to fifteen years of age, are received. Many of the wards of the institution are placed-out in families to be raised and some are adopted by the foster parents. Graded school

up to and including the eighth grade are provided. This institution is for boys only, and an institution for girls, St. Vincent's Orphanage, is under the same management. Its description will immediately follow.

Value of property	\$100,000
Capacity of Home	110
Regular employes	16
Average number of children in care	103
Annual cost of maintenance	\$10,742
Average expense per capita	\$104



ST. THOMAS' ORPHANAGE

16. St. Vincent's Orphanage, 2120 Payne Street, Louisville.

Founded 1836. A Roman Catholic institution, managed by the Catholic Orphan Society of Louisville, with the Sisters of Charity in direct charge of the work. The property consists of twenty acres in the eastern part of the city, with large congregated buildings of the ordinary type, but in excellent condition. Dependent girls, who should be orphans or half-orphans, from two to twelve years of age, are received. Some of the wards are placed-out in families, mainly in working homes, the Sister Superior keeping in touch with them until they are able to manage their own affairs. Graded schools are provided to and including the eighth grade. The Sisters of Charity, in St. Vincent's and St. Thomas' orphanages, are a bit closer in touch with the social

ork of the city, and are more advanced in the care and training of their wards than some other Catholic orders and institutions.

Value of property	\$55,000
Capacity of Home	125
Regular employes	13
Average number of children in care.....	117
Annual cost of maintenance	\$11,745
Average expense per capita	\$100

Summary.—A summary of the statistics of these institutions rings out a number of interesting facts. Here are a few of them:

The total amount invested in these private institutions for dependent children is \$2,435,100.

There are accommodations for 1,501 children, and the average number in care is 1,303. With all the time an average of 200 empty beds, it would seem that there is no need for enlarged or additional institutions for dependent children; only for rational and humane co-operation.

The institutions employ 154 regular workers, or one for every .5 children of the average in care. In other States institutions of this class average one worker for every six children in care.

The annual aggregate cost of maintenance is \$218,453, or an average per child of \$168. This is very moderate, considering the present high cost of living. Four Oregon institutions for dependent children, that were studied a few months ago, averaged \$221 per child for the previous year. The low Louisville average should lead the institutions with the smallest per capita to a study of whether or not they have economized beyond the danger point. It is no recommendation to any institution to be able to say it has expended only a small amount upon its wards; while the expenditure of a good average amount raises the expectation that all matters are on at least as good a basis.

VII.

PRIVATE INSTITUTIONS FOR VARIOUS CLASSES.

IN ITS remedial measures related to unfortunate children society has to do with various classes—the orphan, the deserted, the destitute, the neglected, the delinquent, and the mentally or physically defective. Provision for the first four of these classes is very largely made in the private and public institutions for dependent children. Let us now take up the provision for other classes made by Louisville institutions under private management. There are seven of them.

Three are institutions for the combined care of adults, mostly girl mothers, and infants, principally their progeny. These combined care institutions, which include as inmates adults and children and delinquents and dependents, are a class by themselves.

Two are institutions for girl delinquents—the Houses of the Good Shepherd for white and for colored girls.

The Children's Free Hospital is a remedial institution of unlimited usefulness.

The Home for Incurables is intended to provide for children as well as adults.

These seven institutions will be briefly described in the order named.

1. All-Prayer Foundlings' Home, 2305 Sycamore Street, Louisville.

Founded, 1905. A non-sectarian institution, established and incorporated by Mr. and Mrs. G. C. Cromer and a few others, and governed by a Board of Trustees of three members, assisted by an Advisory Board of fifteen members. It is a "Combined Care" institution in spite of its name, for about one-third of its inmates are destitute or unfortunate girls and women, although its main work is to care for babies and small children, and to find them homes in private families, if not reclaimed by parents or relatives. Probably little or no maternity work is carried on there, but the mothers with their babies are in care all the time. Very few of its inmates are really "foundlings," meaning by the word children of unknown parentage who have been "found" somewhere; and the juvenile inmates of the institution are any needy and dependent children.

The property is a tract 150x200 feet in size in the Crescent Hill district, on which is a large frame residence, modified and enlarged for institutional purposes. The building is modern in *equipment* and quite well furnished. Its value is \$12,000, but *there is some small incumbrance upon it.* It will accommodate

six mothers and about eighteen babies, a total of twenty-four inmates. In its advertising the Home says: "Those who make their money out of the liquor business, or in any other unchristian way, may not contribute to the work, or adopt any of these children."

During 1918 a total of 12 adults and 29 children were in care. Of these five babies were returned to relatives; two died; three babies were transferred to other institutions; two adults were otherwise disposed of; and 5 adults and 14 children remained in care at the close of the year. Superintendent Cromer stated that 368 children have been cared for in thirteen years. The expense of maintenance for 1918 was \$4,869. The average number in care was 5 adults and 13 children.

Without entering into details, the writer suggests four matters for improvement in the operation of the institution:

a. That at least one trained nurse be regularly employed for the care of the small babies.

b. That the sick babies be separated from those that are well, for obvious reasons.

c. That the child-placing in families be done on the plans and methods outlined in the report on the Kentucky Children's Home Society, or the placing-out be assigned to a society for that work.

d. The All-Prayer Foundlings' Home claims not to solicit funds for its support, but to depend wholly on prayer for its finance. This may be partly true in letter, but is really false in fact. The publication of a bulletin called "The Helper," which makes an indirect appeal to thousands; the addresses of Superintendent Cromer, which make a similar indirect appeal to thousands more; and the prayers to the Almighty, heard by other thousands, and which ask God to turn the thoughts and hearts of men toward the institution, and lead them to remember it with generous gifts—all these are special solicitations of support, however true it may be that no direct appeals are made to persons or assemblies. No good institution needs to be bolstered up by any such evasion of the facts; and the writer believes such unwise and unwarranted methods should be forever abandoned. The institution should be represented among men on its merits; and if it cannot win an honest support it should go out of business.

Value of property	\$12,000
Capacity of Home	24
Regular employes	5
Average number of inmates in care	18
Annual cost of maintenance	\$4,869
Average expense per capita	\$270

2. Home for Friendless Women, 512 West Kentucky Street, Louisville.

Founded, 1875. A non-sectarian institution, governed by a Board of Lady Managers. The property has an excellent site in the midst of a good residence district, and a fine brick building, modern, three stories and basement, quite well furnished, and well equipped for service. The institution is an altruistic mat

nity home. It can accommodate about 50 women by placing two beds in each of the largest rooms, and has nursery space for about 20 babies; or total accommodations for about 70 inmates. Only unfortunates who are "first offenders" are received. The candidates for admission also must be white, of normal mentality, not diseased, not Roman Catholics, and willing to comply with the institution's special requirements, which include a pledge to stay a full term of six months after the birth of a child. Owing to this narrow limitation of possible inmates, only a fraction of the capacity is in use.



LOUISVILLE HOME FOR FRIENDLESS WOMEN

During the last fiscal year 42 adults and 16 infants were in care, for a longer or shorter period. The average population was about 10 adults and 5 infants. Less than these numbers were in the institution at the time of this study. The Home for Friendless Women possesses the best building and equipment for such service in the city of Louisville, yet only 20 per cent. or less of its capacity is being utilized, and for certain classes of patients along this line there is a demand that the present institutions of the city *cannot supply*. Some way should be found to broaden the func-

tions of this excellent plant, or to so arrange matters that some other group of workers can take it over and do a larger work. After mention of the third combined care institution a plan to realize this possibility will be suggested.

Value of property	\$50,000
Amount of endowment	40,000
Capacity of Home	70
Regular employes	3
Average number of inmates in care	15
Annual cost of maintenance	\$3,250
Average expense per capita	\$217

3. Union Gospel Mission, 114 East Jefferson Street, Louisville.

Founded, 1885. This organization is hard to classify, as its functions include an evangelistic mission, a combined care institution, and some social settlement work. It had its origin in a great need for which there was no adequate supply—thousands of families with almost no churches and few agencies for human uplift. While the work was begun in 1885, it received special impetus and incorporation under the leadership of the great evangelist, Dwight L. Moody, in 1886. The articles of incorporation provide that the property shall be held and the mission conducted by representatives of all various evangelical churches of the city. Daily public religious services, entirely non-sectarian, and a constant stream of practical efforts for the improvement of social and living conditions amid one of the most congested and worst vice-infected sections of the city have characterized the mission for thirty-four years.

It has developed and managed a Day Nursery, which is described elsewhere.

It has developed a number of features commonly associated with social settlements, which are mentioned under that title.

But it is given a place among the combined care institutions because in recent years it has felt compelled to do rescue work for unfortunate girls. The task was reluctantly undertaken, but has been conscientiously carried on, saving many from utter ruin as the result of devoted and intelligent labors. Quarters have been provided for about 40 women in need of such help. Part of those received are unmarried mothers, or girls soon to be mothers. They are given shelter, care, instruction and practical help along all lines until they can be sent to the homes of parents or other relatives, or found work that will give them a fair support.

No maternity ward is provided, but the Mission co-operates with the city hospital in any cases where such facilities are required. Mothers and babies have no definite period of stay, as

each case is arranged on its own merits so as to best provide for the welfare of all concerned. The Mission tries to keep mother and child together whenever and as long as it is possible. Many of the mothers—21 in the last year—go out to domestic or other service, taking their babies with them. There is but little placing-out of babies for adoption. Many marriages promising average futures, and legitimatizing the offspring, have been carefully arranged. The whole work is on the highest altruistic and Christian plane, without commercialism or efforts to force money from unfortunates.

Part of the work is for girls who have simply gone astray, and need a helping hand. Good employment in excellent moral surroundings was found for 72 such during 1918, including mothers and their babies.

The mission property is valued at \$46,000. Six regular workers are constantly employed, and many volunteer helpers assist in the work. The current expenses for 1918 aggregated \$5,687. As the same officers manage the three special branches of the work, the evangelistic services, the combined care work, and the social settlement functions, it is impossible to indicate separately the cost of each.

The special need is mainly money to pay for improvements on the mission building, to include raising the roof enough to make the third a full story, equipped as a roof garden; to enclose the southern porch with glass, for use in winter by the day nursery; to paint the interior of the building and to give the exterior a covering of stucco. The mission also greatly desires a "Gospel Auto Wagon."

Value of property	\$46,000
Capacity of combined care section	40
Regular employes	6
Average number of inmates in care	38
Annual cost of maintenance	\$5,687
Average expense per capita (estimating \$4,500 used on inmates)	\$120

The requirements of the city of Louisville for altruistic maternity home work are not covered by the present institutions. Those who are not "first offenders," who are diseased or whose character is below the standard set by the All-Prayer Foundlings' Home and the Home for Friendless Women, are only partly accommodated at the Union Gospel Mission. Neither capacity nor facilities meet actual needs. It is therefore believed by many of the social workers of the city that additional facilities must be provided for these unfortunates, many of whom are destitute and *neless*.

In many cities the Salvation Army Rescue Homes provide the very type of shelter and care required by the Louisville situation. From conversations with those in charge of Salvation Army work in the city, the writer finds that an arrangement easily can be made for the establishment of such a Rescue Home in Louisville. Probably two branches will be needed, one for white and one for colored women. While it is a sad commentary on our civilization that such Homes are necessary, we must face the facts and do what humanity and Christianity demand. The Salvation Army is ready to act whenever invited to the city for this work. It is recommended that Louisville invite the Salvation Army to establish and manage in the city a Rescue Home or Homes on their usual plans, in the very near future.

The plan for such a home is very important, and its acquisition at present is likely to be exceedingly difficult. The writer suggests a possibility in that direction. It has been shown that the Home for Friendless Women, as at present conducted, with only a limited number of the better class of "first offenders" accommodated, has only about 20 per cent. of its excellent building occupied. Yet this is probably the best building in Louisville available for maternity home work.

It would be a gracious and broadly helpful thing for the Board of the Home for Friendless Women to offer the use of their building to the Salvation Army for a term of years, retaining ownership of the property and management of its endowment, simply assigning to this vigorous organization, with its corps of trained Rescue Home workers, the interior management and details of campaigns for female unfortunates. No doubt the Welfare League would finance this larger work for these distressed women, who, however depraved, are still within the pale of Christian endeavor. Conversations with parties connected with all of the organizations named convince the writer that such a plan would have serious and probably favorable consideration. If consummated it would be an instance of real modern co-operation, such as is often preached but seldom practiced. It is urged that an effort be made to work out the matter on the plan above given.*

*Late in March, 1919, the Board of the Home for Friendless Women met in conference with officers of the Salvation Army, and preliminary arrangements were made to carry these recommendations into effect this year. The final result may be the transfer of the entire property to Salvation Army.

4. House of the Good Shepherd, 2214 Bank Street, Louisville.

Founded, 1866. A Roman Catholic institution, managed by the Sisters of the Good Shepherd. Sister Patricia is the Mother Superior. The property contains 13 acres, all surrounded by a brick wall ten feet high. It is a village in itself, having in addition to the principal buildings for residence, a church, trades buildings, garage, schools, a small hospital, and other structures. The main trade building is a commercial laundry. Considerable work is also done on clothing contracts, mainly shirts, night shirts, pajamas and other underwear. The estimated value of the property is \$400,000. There are five residence buildings, each with a capacity for 100; or a total capacity for 500 inmates, besides the quarters occupied by the Sisters and employees. Although of ancient type, with gloomy rooms and halls, and prison-like conditions and atmosphere, the buildings are scrupulously clean and neat, and many of them have full modern conveniences. There are 29 Sisters of the Good Shepherd in charge with 10 hired helpers.

While this is an institution for white delinquents, the large capacity has led to its use for some dependent white children as well. Therefore the inmates range from four years up to full womanhood—and there are even a few social derelicts who are aged. The small children, dependents, are kept entirely separate from the delinquent girls. These constitute about three-fourths, and the dependents one-fourth, of the inmates. For two reasons the writer was exceedingly sorry to find this arrangement existing. First, dependent children ought not to be stigmatized by being placed in an institution for delinquents, even if kept wholly separate within its walls. Second, the prisonlike conditions which prevail in this institution ought not to exist for delinquent girls. Sisters of the same order in other States have different modern buildings and conditions for that class; but however kindly the care and however excellent the schooling and training given the place is utterly unsuited for the free and satisfactory development of innocent young children. If they must be in a Home or Orphanage, dependent children should not be held behind high walls and in narrow quarters separated from the world in which they soon may expect to live.

Most of the inmates are assigned to the care of the institution by the juvenile court or the police court; but some are received **on request of parents and relatives.** Sewing and commercial **needle work** are the main sources of income. With all due re-

spect for the Sisters in charge, as compared with more progressive Houses of their own order, this institution has never gotten out of the nineteenth century.

Value of property	\$400,000
Capacity of Home	500
Regular employes	39
Average number of children in care	400
Annual cost of maintenance	\$42,000
Average expense per capita	\$105

5. House of the Good Shepherd, 518 South Eighth Street, Louisville.

The Mother Superior of this institution, which is for colored delinquent girls, declined to permit a study until she consulted some higher authority, and at the time the writer closed the field work had not received "permission" to allow the work done. The property is probably worth \$250,000 and the capacity about 300.

6. Children's Free Hospital, 226 East Chestnut Street, Louisville.

Founded, 1892; new building, 1910. Governed by a Board of 15 Directors. Of the institution it is said: "One of Louisville's most dearly beloved philanthropies is the Children's Free Hospital, which serves without distinction of residence or creed, children in need of medical aid or surgical care." The Hospital was first opened in a made-over residence at 220 East Chestnut Street. In 1910 the present building was erected, a modern and excellent fireproof structure costing probably \$50,000, and specially planned for this most beneficent philanthropic work.

There are three wards, and a total of 70 beds. The average number of children in care is about 60. Any physician in the city may bring a patient at any time, if there are vacant beds. The service is free, but donations are accepted from any who are able to pay and feel disposed to assist in the support of the institution. All sorts of ailments are treated, except contagious diseases. There are fine operating and X-ray rooms, and every facility for modern orthopedic surgery.

The usual staff contains four resident nurses and ten pupil nurses, with 13 other employes, or a total staff of 27. Only wt

children are received, of all ages from babies to 14 years. It is one of Louisville's most important and efficient child welfare agencies.

Value of property	\$50,000
Capacity of institution (beds)	70
Regular employes	27
Average number of children in care	60
Annual cost of maintenance	\$18,656
Average expense per patient, based on average number in care.....	\$311

7. King's Daughters' Home for Incurables, Stevens and Norris Avenues, Louisville.

Founded, 1909. Established and organized by the King's Daughters of the State of Kentucky. Managed by a large Board composed of some of the finest people of the State. Mr. Elwood Street says: "The Home for Incurables, with its excellent building, its pleasant and spacious grounds, and its equipment well suited to the purpose, has been characterized not merely by the thorough-going care given its inmates, who are as happy as they well can be under their bodily infirmities, but also by the unselfish devotion of the ladies on its executive board, who have bravely worked through many difficulties and rendered a high quality of personal service."

The Home has a good sized brick building, fully modern, on a large lot in the eastern part of the city. Most of the inmates are adults. A few children, taken some years ago, have passed almost out of that class; and the taking of others is practically impossible for want of room, and facilities for their care. The present number of inmates is 42; of whom 15 are men, 26 are women, and one a boy 14 years old.

The property is valued at \$50,000. Of the \$15,800 required for current expenses in 1918, the State of Kentucky appropriated \$10,000, and the remainder was furnished through the Welfare League by the generous donations of the people of Louisville.

The most pressing need of the institution at this time is a ward for children, and a laundry with proper machinery to care for *work of this kind* for such an institution. A wing or new building *providing for both these necessities* could probably be built for

ten or twelve thousand dollars. Here is a chance for some generous spirit among the wealthy business men of Louisville to invest this sum in a way to aid suffering humanity and leave a memorial to bless his name for generations.

Value of property	\$50,000
Capacity of Home	50
Regular employes	12
Average number of inmates in care.....	42
Annual cost of maintenance	\$15,800
Average expense per capita	\$377

Summary.—Summing up Louisville's provision for these special classes, we find very interesting results. In the outline below the value of property and capacity include estimates for the House of the Good Shepherd for Colored Girls. The other items were made up without figures for that institution. The Children's Hospital, not being an institution for continued care, also is omitted in calculating the per capitās.

Value of property (7 institutions).....	\$898,000
Capacity (7 institutions).....	1,054
Regular employes (6 institutions).....	92
Average number of inmates (6 institutions).....	573
Annual cost of maintenance (6 institutions).....	\$90,262
Average expense per capita (5 institutions).....	\$140

It is interesting to join the statistics of this section with those of the previous one on dependent children. It will surprise many to note the real importance of these private institutions for the dependent, delinquent, and defective children of Louisville, which give concrete expression to the generous spirit of a splendid people. Combining the aggregates from the section on Private Institutions for Dependents with the above statistics for Private Institutions for Various Classes, we have these figures, which are conservative, most of them provided by the officers of the institutions:

Value of property (23 institutions).....	\$3,333,100
Capacity of institutions (23 institutions).....	2,555
Average number of regular employes (22 inst's) ..	246
Average number of children in care (22 inst's)....	1,876
Annual cost of maintenance (22 institutions).....	\$308,715
Average expense per capita (21 institutions).....	\$160

VIII.

PUBLIC CHILD-CARING INSTITUTIONS.

JEFFERSON COUNTY, of which the city of Louisville is the metropolis, has under its control and management two institutions devoted to the care of children—the Detention Home of the Juvenile Court, which includes accommodations for white and colored children, both dependent and delinquent, and the Parental Home and School, intended for dependent children, but with whom are mixed some mild delinquents.

The city of Louisville has under its official control, by a Board of Managers, the Louisville Industrial School, intended for delinquents of both sexes, white and colored, but now also containing dependents. Each of these three institutions will receive appropriate mention.

There are also four State institutions to which on occasion the city of Louisville assigns children for instruction, or to which Louisville children are committed by the courts. These are: The Kentucky School for the Blind, Louisville; the Kentucky School for the Deaf, Danville; the Kentucky Institution for Feeble-minded Children, Frankfort, and the Kentucky Houses of Reform, Greendale. The first three are counted educational institutions, and related to the Department of Education; the fourth is counted penal in its nature, and was related to the Board of Prison Commissioners, which is now included in the State Board of Control. The first two have special Boards of Management, but the Institution for Feeble-minded and the Houses of Reform are under the control and management of the State Board of Control. A brief description of each will be given, with special recommendations, in regard to the two last named institutions.

1. Detention Home of the Juvenile Court, 243 East Walnut Street, Louisville.

Founded, 1908. As the name implies, the Detention Home is intended to detain in comfort and safety children related to the Juvenile Court, but only until their cases may be adjusted by proper court process, and are more used for dependent children, or those merely wayward, than for the more positively delinquent. Dependents awaiting adjudication of their status, or pending search for responsible relatives, are often held in these homes for several weeks or even months, making the institutions modified children's homes. The function of the Detention Home *closely corresponds* to that of the receiving homes of child-placing *agencies*. The quality of buildings and service should be rated

not by public thought of juvenile jails for incorrigibles, but by enlightened opinion as to what constitutes proper accommodations for innocent and promising but unfortunate and homeless children. If the rude and the delinquent are given similar but separated quarters in the same buildings, progressive people will fully approve of such action.

Viewed with these ideas, the Detention Home of Jefferson County at Louisville is "weighed in the balance and found wanting." The buildings are old and inferior, the furnishings are meager and poor, the possibilities of separating the innocent dependents from the seriously delinquent are small, the direct management and the quality of service are inefficient and unsatisfactory, and the whole institution is a grave disappointment to a visitor who thinks of Louisville as a wealthy and progressive city of nearly 300,000 people.

Take one little matter as an indication of a hundred of like nature. Shower baths are universally approved as desirable for use in children's institutions for all except the very young and the seriously ill. Some one in past years realized this, and had a couple of showers put into the building for white children. At the time of the writer's visit he saw them—but they were not in use. More, the shower fixtures had been detached and lost, and the cubicles were used merely for storage. And the tub bath accommodations at the same time were far less than modern ideas consider sufficient for the population of the Home. It would be useless to enumerate many other matters, all as much out of harmony with the times and the needs of the institution, and related either to the ancient property itself or to the present management.

The white children are in a separate building from the colored. In relative conditions, there is little difference between them. Both are below the quality which should be required for its institutional work by a city like Louisville.

Doubtless the inferiority of the Detention Home conditions is sincerely deprecated by the Judge of the Juvenile Court and other citizens of the city. Delays due to the war may have prevented either thorough repairs and improvements, or a removal to a new and modern building on a larger tract of land, affording adequate playgrounds and other conveniences. Probably the city and county will do as many other communities of like population already have done—erect a modern plant with juvenile court rooms, offices for the probation officers, medical and psychological laboratories, complete segregation of inmates by classes, as well as race, and other necessities of a real Detention Home. Study of such institutions in cities like Seattle, San Francisco, and Los Angeles would be helpful to Louisville per

who are interested in these important matters. The writer urgently appeals to the generous and progressive people of Jefferson County to bring the Detention Home up to equality in buildings and standards of care with the best and most satisfactory institutions of the kind in the Union.

2. Parental Home and School, Ormsby Station, near Anchorage, Ky.

Founded, 1912. A county institution for the care of dependent children, governed by a commission of eight members, appointed by the County Judge. The commission is intended to be bi-partisan, and two of the commissioners are to be women. The purpose of the institution is the care of children related to the Juvenile Court who are at least temporarily dependent, but whose parents or relatives may be expected to rehabilitate their homes, and in a short time be able to reclaim and provide for their children. As a matter of fact, under the pressure of court needs, the Detention Home, a section of the Louisville Industrial School, and the Parental Home, are almost indiscriminately used for cases of dependent children before the juvenile court. Whichever of these institutions has vacant capacity available and at all suitable is selected as the place of commitment. This procedure brings some mild delinquents to the Parental Home who should perhaps be elsewhere.

The property consists of a very fine old homestead of nearly 400 acres, with a large wooded lawn and a large amount of excellent agricultural land. The original residence and barns are still used, but are soon to be replaced with modern institutional buildings of various kinds. Two residence cottages have been erected, one for boys and one for girls, each with a capacity for thirty children. There is also a good schoolhouse for the Home children. A third cottage is promised as soon as the county finances will permit. The present value of the property is \$186,000. Nearly \$30,000 of this amount is invested in water tanks, water mains, sewers, electric light lines and fixtures, etc., arranged for the larger institution of the future.

Only white children are accommodated at this institution, and in age from infants to sixteen years. All are committed by the Juvenile Court. An excellent system of records, including medical and dental examinations and school grades and progress, was started, but it is to be feared is not kept up consistently and regularly. Case records, which depend upon the committing court, are almost entirely wanting; therefore the officers are without the guidance of a knowledge of previous history, family conditions **characteristics**, and personal peculiarities, in their efforts to

rightly develop the young lives put into their care. The writer most urgently suggests that arrangements be made for a case history, to be prepared by the probation officers of the court, and to be sent with each committed child when it goes to the Parental Home. The commitment form should be enlarged, giving on the first page the formal commitment signed by the Judge, and on succeeding pages the case history, and this document should invariably accompany the child, and be filed at the Parental Home office. When to this are added the results of medical, dental, and psychological examinations, the Home officers will have a basis for intelligent treatment of the new ward.

The homestead residence is used for the Home offices, and for quarters for a few of the officers. There are a total of twelve employes. The capacity of the two cottages is 60 children; yet at the time of the study they were over-crowded, with 105 inmates. Many of these had been in care for a long time, and with no expectation that their relatives, if any, would ever provide a home for them. The same is true of some inmates of the Detention Home. It would be much better if instead of over-crowding such children in institutions they could be properly placed-out in families. This, however, cannot well be done by the untrained and inexperienced members of the probation office staff, and should be done by the assistance of a regular child-placing agency. The writer suggests that the Juvenile Court of Jefferson County more closely co-operate with the Kentucky Children's Home Society for the placing-out in families of all permanently homeless dependent children.

Value of property	\$186,000
Capacity of Home	60
Regular employes	12
Average number of children in care (1918).....	92
Annual cost of maintenance	\$25,030
Average expense per capita	\$272

3. Louisville Industrial School, South Third Street, Louisville.

Founded, 1859. A municipal institution established by the city of Louisville, and governed for it by a Board of Managers, nine in number. It is intended for the care and training of delinquent boys and girls, to which has been added in recent years the care of many dependent children. It is also the commitment institution for persistent truants from the city schools. Both white and colored children are received.

The buildings constitute a village in themselves. Part of them are of the ancient congregate type, some are of the more *congregate*, and a few are large, modern "cottages."

history of the institution, and its gradual development on the same site, account for this admixture of old and new, poor and good structures, unequally adapted to the service they are expected to render, and difficult to administer on a modern basis. Detailed description is unnecessary. The plant can accommodate 500 inmates, and is valued at \$750,000.



Headquarters Building
LOUISVILLE INDUSTRIAL SCHOOL

Yet in some ways this is Louisville's most modern institution. Under Superintendent W. C. Brown it is endeavoring to utilize and incorporate advanced ideas, and care for its wards according to approved modern methods. Some of the working methods advocated, and as far as possible made operative in the institution's activities are medical and psychological examinations, segregation of wards within the institution by condition, conduct, and character, and parole on the basis of adjudged development in stability and right qualities. In these and other matters the inertia of old habits and customs hinders the full adoption of some desirable changes.

The institutional facilities for work for colored children, and the spirit and ideas of Superintendent Brown are indicated in his 1917 report to the Board of Managers:

"We were unable to accommodate all of the many persistently truant negro boys, for the reason that the number of youthful negro criminal offenders was so large as to keep the population of the colored boys' building nearly always beyond the limit of its capacity. As you doubtless know, your body decided to fix the maximum limit for this department at one hundred, and hence the new admissions had to be accordingly governed. *Peculiar conditions* have justified the going beyond this limit by virtue of a return of parole violators, whom we were convinced, by investigation,

should be returned, in order to preserve the effectiveness of our parole system. Then again, the limit rule, if I may so refer to it, was suspended in many instances to receive children, against whom very grave charges had been sustained. * * * In order to provide accommodations for new admissions we have paroled many colored boys prematurely; and, in fact, on many occasions within such short periods of time as to make the realization of permanent results, or rather the accomplishment of the purpose for which committed, absolutely improbable. In my judgment this policy is manifestly unfortunate, and defeats in large measure the object for which we are maintained.

"Again, there are committed to us a large number of afflicted and subnormal colored boys, mainly for dependent or neglected reasons, and they, as should be expected, remain with us for several years, because of inability to locate any of their relatives who can properly care for them; and to find a home for such a child, where he can justify or earn his maintenance, is almost a physical impossibility. This type of boy must remain with us until he is at least sixteen years of age, when we may apprentice or indenture him out, provided he has no physical handicap or defect. If we could be relieved of this class by some available agency, then we would be able to receive a large number of persistent truants, thereby extending more assistance as a relief agency to the local juvenile court."

When the Kentucky Institution for Feeble-minded is taken up, there will be found an urgent plea for a section or department for colored mental defectives. The foregoing explanation in regard to the permanent crowding of the colored boys' building at the Louisville Industrial School by "afflicted and subnormal" boys, is another argument for such a department, which the State of Kentucky so far has entirely failed to provide. Feeble-minded children, white or colored, should not be committed at all to the Louisville Industrial School.

The writer is almost as positive in his antagonism to the permanent care by the same institution of dependent and delinquent children. The Louisville Industrial School endeavors to carefully segregate these classes, and they are located in different buildings. At least this is true of the white children. Colored children are divided into two families. But the dependents are committed to an institution that in the public mind is considered in some sense penal, and therefore has upon it something of stigma; the children cannot avoid some contact with the delinquents in their immediate vicinity; and even the workers will absorb involuntarily more or less of the penal spirit which environs them from the presence and influence of positive delinquents. Some way should be found to provide for the dependents now at this institution, either in institutions for dependents or by the use of child-placing agencies.

This institution receives many children afflicted with incipient tuberculosis, and makes special effort to restore them to health. Many minor operations to eyes, ears, noses, and throats are performed; hernias are relieved, deformities and malformations are corrected. "The aim of this institution," says Mr. Brown, "as I consider it, is to improve the child physically, mentally, and morally, from the time he enters until he is paroled or discharged." This aim voiced by the superintendent seems to be the constant and intelligent effort of the institution.

The institution maintains its own school of letters and special departments of vocational and industrial training. The latter are reasonably adequate for the white inmates, but lack in sufficient scope and variety for the colored inmates. Farming and gardening on the tract of land possessed by the institution gives employment, instruction, and profit to the young workers and the School.

Two field agents are employed for parole work and supervision. The average number paroled each year is from 150 to 200; and all the time the institution has on parole and under supervision an average of 450 children. As it is considered full work for an agent to watch over and properly supervise 100 boys who are out on parole, it is evident that more workers should be employed in this department. Expense in additional salaries would be matched or exceeded by a decreased maintenance cost, for better supervision would diminish the numbers violating their parole and requiring return to the School. Even an increased expense would be warranted by the betterment of character possible among the supervised wards, who would be helped to avoid lapses that would lower their morale and subject them anew to penal custody. We recommend:

(1) The employment of three additional high class parole agents, making a staff of five, so as to give personal attention to every one of the 450 paroled inmates.

(2) The purchase of additional acreage adjacent to the site of the institution, to enlarge the industrial possibilities of the plant, especially for the colored boys.

(3) The extension and enlargement of the greenhouse, making it of a size and type for commercial work with plants and flowers.

(4) That a special reception cottage be erected or provided, in which all newcomers shall be detained from ten to twenty days, to safeguard the institution from contagious and infectious diseases, and to give time and opportunity for social, physical and mental examinations of all new wards, ~~before~~ ^{before} they are distributed among the various institutional "families," and groups of workers.

The net maintenance expense for the year ending September 1, 1918, was \$79,705. The average number in care for the same year was 476; making the per capita cost of service \$170. This is very low for the kind and quality of care given.

Value of property.....	\$750,000
Capacity of school.....	500
Regular employes	50
Average number of children in care.....	476
Annual cost of maintenance.....	\$79,705
Average expense per capita.....	\$170

4. Kentucky School for the Blind, Louisville.

Founded, 1842. A State institution for the education of the blind, and governed by a special Board of Managers. This is distinctly an institution for children, as none are admitted over eighteen years of age. A quotation from the Terms of Admission will be enlightening:

"It is only required that the child be of so defective vision as to be unable to get an education in the ordinary schools; that it be of good health and sound mind, and within the ages of six and eighteen, for it must be remembered that the institution is neither a hospital nor an asylum. If the child is destitute, the fact should be so certified by the county judge, and, in that case, clothing will be provided. No charge is made for board or tuition. The school session closes on the second Wednesday of June. * * * The children all return to their homes for the summer."

Notwithstanding the liberal terms of admission, and the fact that the School could accommodate many more children than are in attendance, "about 70 per cent of the blind children of Kentucky, between the teachable ages of 6 and 16 years of age, are growing up in ignorance, without any share in the great advantages so freely offered by the State." One duty of the social workers of the State is to see that blind children are given the opportunities offered by this educational institution.

One reason for the failure of parents of children with defective vision, or of those wholly blind, to send them to this special School is a feeling that it is a sort of disgrace to have their children in such an institution. They do not fully know its character. There is also a feeling that to send a child to such a School is in some way to receive charity; and that galls independent spirits. Then there are many who are poor, and do not know that these advantages are free. They think their poverty too great for them to send their children to the School. Social workers and other intelligent citizens should correct these ~~err~~

A paragraph from a recent report of the School to the Department of Education aptly covers these matters, and officially states the case:

"The American idea of a school for the blind is as far removed from it being an asylum, on the one hand, as it is from being a hospital for the treatment of diseased eyes, on the other hand. Its work is strictly educational, and it is established, not out of charity for the afflicted, but from a sense of justice that recognizes the fact that under the principles of our government a free education is the birthright of every child in the republic. A blind child, or one with defective sight, should be sent to school as soon as it can do without a nurse, say at six or seven years of age. Every year's delay after that time renders the task of its education more difficult and incomplete."

The attendance during the past year was about 160. The cost of maintenance was \$38,655, or \$242 per pupil. About 45 teachers and other workers are employed in the two departments for white and colored pupils. It is an excellent institution doing most efficient service.

Value of property (estimated)	\$300,000
Capacity of school.....	200
Regular employes	45
Average number of pupils in school.....	160
Annual cost of maintenance.....	\$38,655
Average expense per pupil.....	\$242

5. Kentucky School for the Deaf, Danville.

Founded, 1823. A State institution for the education of the deaf, and governed by a special Board of Commissioners. The course of study embraces the entire eight grades of the public schools with the addition of a few studies of the high school course. "All beginning pupils are given the opportunity to learn speech and lip reading, but failing to make fair progress, they are transferred to the manual department, where their education is continued under manual methods of instruction."

Like the School for the Blind, this School is a part of the free school system of Kentucky. It is free to all children residing in the State, whose hearing is so impaired as to prevent them being taught in the schools for hearing children. The proper age for admission is seven years, and none will be received under that age or over twenty-one without special action on the part of the Board of Commissioners. All pupils must be of sound mind *free from such chronic diseases as would prevent study.*

the school session lasts forty weeks, beginning the second week of September.

From the report to the Department of Education in 1917, these facts are quoted:

"The number of white pupils for the above period (year ending June 30, 1917), was 326; colored pupils, 29, making a total of 355 in both departments. * * * The school is supported by an annual appropriation of \$26,100 for the white deaf, and \$2,500 for the colored deaf, with the addition of \$150 per capita for all the pupils in attendance in both departments. The total expenditure of the white department for the year was \$80,004, and for the colored department \$5,999."

In addition to academic schooling, various trades are taught: printing, shoemaking, tailoring, carpentry, sewing and dressmaking. There is also some instruction in farming and gardening. All of the pupils are expected to work at some trade or perform some manual labor from two and a half to three hours each day, the tasks being fitted to the children according to age and strength.

Value of property (estimated).....	\$500,000
Capacity	400
Regular employes.....	95
Average number of pupils in school.....	355
Annual cost of maintenance.....	\$86,003
Average expense per pupil.....	\$242

6. Kentucky Institution for Feeble-minded Children, Frankfort.

Founded, 1860. A State institution under the jurisdiction of the State Board of Control; but as a school for a special class reporting also to the Department of Education. The group of institutional buildings is located on a tract of 96 acres in the suburbs of Frankfort, the capital of the State. Most of the buildings are old and ill adapted to modern methods of work. The capacity of the School is about 500, and at the time of its study there were about 450 children in care. The institution is maintained by a special appropriation for repairs and incidentals, and a per capita allowance for each inmate in care.

The main object of the institution is said to be: "The improvement of the mental as well as the physical condition of backward children, by educating them, by teaching them by various kinds of employment how to work; and to prepare them, as much as possible, for usefulness and good citizenship." The old law prescribed that a child to be eligible for admittance must be between the ages of six and eighteen years, and capable of being taught something in the primary grades, manual training, domestic science, farming, and gardening. In other words

institution was only a school for backward children, in which low grade imbeciles and idiots had no place. To provide in some way for others than those merely backward, a "pauper idiot" law was enacted, and under it they were supported in part at least in their own homes. For many years under this law about 2,200 "pauper idiots" were thus supported by the State, in the homes of parents or guardians, the parties caring for them receiving \$75 per year for the care of each feeble-minded person. The cost to the State of the "pauper idiots" is over \$165,000.00 per year.

In 1916 under authority of the General Assembly, Governor Stanley appointed a Commission on Provision for the Feeble-minded in Kentucky. This Commission secured as its scientific adviser Dr. Thomas H. Haines, of the National Committee for Mental Hygiene. His able and convincing report led to the enactment of a new law by the General Assembly of 1918.

The report showed that the "pauper idiot" law was subject to great abuse and the occasion of untold petty graft, failed to protect the feeble-minded of any community, was antiquated, and ought to be repealed. It showed the inadequacy of the present institution, and advocated great enlargement of the State's institutional facilities for the care of this class. It made clear that the only practical and successful way to limit the increase of feeble-mindedness, and to humanely provide for the multitudes now in the State, is to segregate them in institutions away from the general public, so that they will cease to freely multiply all over the Commonwealth.

The General Assembly of 1918 repealed the "pauper idiot" law, and all payments under it will cease in 1920. A new law in regard to the feeble-minded was passed, covering many phases of their legal relations, and methods of commitment to the State institution. The law also provides for the enlargement of the present institution, or the erection of a separate plant as an adjunct to it. Land has been purchased and the erection of buildings will begin during the summer of 1919. The fund appropriated is only enough for a beginning, and will not meet the serious needs of the State. Superintendent Arms believes that as a result of the repeal of the "pauper idiot" law, that there will be applications made for the admission of 1,000 more feeble-minded persons to the institution by January 1, 1921. The time is exceedingly short for the preparation of a new plant to accommodate even half that number, who naturally will be mostly low grade imbeciles and idiots. The people of Kentucky can not be too quick in their appeals to the Board of Control to act quickly in the new buildings for the enlargement of the institu-

There is no way to obtain at once a census of the feeble-minded in Kentucky, but good authorities believe that there are at least 4,000 backward or feeble-minded children in the State. Counting those of all ages who should have institutional care, this is probably below the real number. Many weak-minded men and women are in the State prisons for the commission of crimes. At least one-fourth of the boys and girls in the Houses of Reform are mentally subnormal. Many children in private and public child-caring institutions for dependents are feeble-minded. Recent investigations by national experts have shown that more than 50 per cent of prostitutes are mentally deficient. The poor-houses of the State contain an average of more than 300 feeble-minded persons; and "it should be made unlawful for a poor-house to receive a feeble-minded woman of child-bearing age."

The new law was passed to relieve the intolerable situation shown by the above facts, and those related to the "pauper idiot" law. The substance of Dr. Haines' recommendations, which form the basis of the action taken by the State, and the proposed adjunct to the present institution, is found in the following suggestive paragraph:

"The economical way to manage the feeble-minded is to keep them, from childhood on, in farm colonies, sexes segregated, where they learn to take their parts in a relatively simple world, do more work, and are happier because they work, and they do not have feeble-minded children to further burden the State. Work with plants and animals and the simple arts of preparing food and clothing, are the kinds of labor best adapted to the feeble-minded. In such colonies or homes with plenty of land and relatively simple and cheap housing arrangements, one-story cottages, the feeble-minded can be kept with very little expense to the community. * * * Once successfully started, two or more such colonies could show diminishing expenses year by year. The all-important matter is that each colony should be put in charge of a competent medical man who has had experience with the feeble-minded and the epileptic, and knows how to get them to work and to be happy. Selection of superintendents is crucial for the success of the colony plan."

The present superintendent, Dr. G. F. Arms, appears to be an able and progressive man, eager to put the institution into the front rank in all respects. The Board of Control seems to have great confidence in him, and doubtless will be guided largely by his recommendations in planning and erecting the new colony plant.

In company with others, the writer visited the institution in December, 1918. Without entering into details on many points where possible improvements could be made if the plant were more modern, some suggestions are offered that will apply to both the old and the prospective plant and the work done in

behalf of these wards of the State. In substance they were orally presented to the Board of Control in an interview kindly granted the same day the plant was visited, and we believe in the main were received with favor.

1. That all inmates be studied by an expert psychologist when received, and at intervals thereafter, to determine the amount of their mental disability, their personal aptitudes, and their possibilities for education and for other training.

At present there is no psychologist connected with the institution, no special or expert examination as above recommended is made, and all care and training are based on superficial appearances and general conduct. Dr. Arms, at the meeting of the Board of Control above referred to, proposed to qualify himself as an expert in the Binet-Simon and other mental tests within six months, to meet this need.

2. That special effort be made to segregate within the institution by relative mentality as well as by sex and conduct. This will enable the higher grade imbeciles and morons to receive such education as they are able to acquire, and allow for their training in useful employments on an intelligent basis.

The present haphazard segregation puts together many different grades of mentality, and is like trying to teach as many public school grades at one time by the same teacher. It is also unjust to those of the higher grades to be closely associated with the inferior mentalities, and the lower materially affect and diminish the advance of the higher.

3. That better school privileges for the higher grade imbeciles and morons be provided. At present only one teacher is employed, and about 70 children of varying mentality and possible advancement are in her classes. Several more teachers, specially prepared to teach children of this kind, should be employed as soon as they can be found.

In all probability, proper mental tests would show between 200 and 300 of the present population capable of some progress in the primary and lowest regular school grades. Their welfare and happiness, and a humane regard for their future, demand proper school advantages.

4. That in the reception of new inmates from this time on, special attention be given to the feeble-minded girl of child-bearing age, as the most acute phase of the problem of limiting feeble-mindedness. And if accommodations are available for male pupils, that such be favored as would be likely to propagate their kind if left at liberty.

5. That the farm colony be hastened by every means in their power. Dr. Arms estimated that of the 2,200 or more receiving State aid under the old "pauper idiot" law, at least 40 per cent, or about 1,000, would apply for admission to the institution within two years. The present plant is about full; new pupils are being received in large numbers; before the spring of 1919 all will be taken that can be cared for, save as deaths or other departures occur. There is great reason for haste in preparing the new colony.

That in planning for the new cottages the Board avoid the large of the older type of buildings, erected at great cost and with little of the time required for their completion. Cottages of types now in other States, such as are recommended by Dr. Haines in his report, can be quickly erected, can be made perfectly comfortable, and the cost kept at the minimum.

7. That special and separate cottages be provided in the new farm colony for epileptics. Many States have entirely distinct institutions, called hospitals or villages, for those afflicted with this malady; but others house them separately, although in the same institution with the feeble-minded. Epilepsy breaks down mentality, and many victims lose nearly all their mental power as the disease progresses; but most of the cases in the earlier stages feel keenly close association with imbeciles.

8. That the Board arrange to set apart a section of the farm and on it provide cottages for colored patients. There is absolutely no place in Kentucky for the care of the feeble-minded of the negro race. Their situation now is where the white race stood in reference to the matter of white imbeciles fifty or a hundred years ago. The colored feeble-minded are left to the care of their own relatives and friends; and in their ignorance of what to do for them, and perhaps indifference to their welfare, these relatives neglect them, many die in infancy or early childhood, and the stronger remainder grow up untrained and unguarded to become the irresponsible negro vagrants and criminals that endanger not only their own but also the white people.

Dr. Haines visited 82 feeble-minded persons in their homes. He found 24 of the 82 were colored, or nearly 30 per cent. If this proportion holds, and only 20 per cent of Kentucky's population is of the negro race, it is high time that provision for colored feeble-minded be made at any cost, to save the menace to the future of the State. Dr. Haines truly says: "This emphasizes the necessity for provision, within the custodial and training homes for feeble-minded, of some quarters for colored. Separate accommodations can be provided for them in these colonies just as they are now provided in the hospitals for the insane."

7. Kentucky Houses of Reform, Greendale.

These constitute a State institution for the custodial care and general training of delinquent boys and girls, white and colored, under the jurisdiction of the State Board of Control. The institution occupies a fine site of 200 acres on the fertile hills of Fayette county, a few miles from Lexington. The farm of 125 acres is excellent and productive, but far too small for the size of the institution. The buildings in the main are good, although some are poorly arranged and inconvenient. The shops are mostly old, but are apparently being worked to advantage. New buildings, and a larger variety of instructional employments would be a vast improvement. The residence cottages seem to be well kept, and, with the exception of crowded dormitories and the lack of some very desirable modern improvements, are in good condition. The schools of the institution were not impressive; and the teachers did not seem to be of types that were likely to secure real advancement and build right character. The Houses of Reform have many excellencies, but have also a few deficiencies.

In company with others, the writer visited this institution in December, 1918. A few days later the same group was given an audience by the State Board of Control, and present

a number of constructive suggestions and recommendations, most of which appeared to be favorably received by these officers of the State. The substance of these recommendations is here reproduced for general consideration:

1. That the Board arrange for and positively require more advanced methods in the reception of inmates, and in certain features of their care within the institution.

(1) That a history sheet, covering all of the information obtainable concerning parentage, environment, and previous life of each child, be required of each court committing a boy or girl to the institution. In substance this is now required by law, but no one positively demands that the law be enforced.

(2) That at the time of admission a thorough physical examination be made of each child, covering all parts of the body, including eyes, ears, nose, throat, teeth, skin, and digestive organs; all to be recorded on proper blank forms, and any defects so found to be made the basis of expert medical, dental, surgical, or orthopedic treatment.

(3) That arrangements be made for a similar mental study of each inmate on admission, to include the child's relative mental age and possibilities, and its aptitudes for education and vocational training. At present there is no effort made to systematically determine these matters, and officers and teachers decide on what inmates can learn or do by merely superficial observations. Dr. Haines found 110 mental defectives out of a total of 463 at the institution in 1917. These very evidently should have different treatment and schooling from what are given to normal children; in fact, should not be in the Houses of Reform at all. "Over 20 per cent of these juvenile delinquents," says Dr. Haines, "are incapable of steering themselves or of learning to do so. For a large number of these boys and girls the economic social management consists of custodial care in a farm colony for feeble-minded and epileptics."

(4) That forms be prepared, and continued careful records be made of all essential matters related to each inmate, including progress in school and vocational work, personal conduct, and all special developments in the life, health, and other relations of the child, while an inmate of the institution.

2. That as an imperative necessity for the welfare of newcomers, and to safeguard the main body of inmates from epidemics or contagious diseases, a Detention Cottage be provided, in which all new arrivals shall be detained from ten to twenty days before distribution to their places in the regular cottages.

3. That some way be found to prevent the crowding of dormitories. Several of the boys' dormitories with a capacity for about 20 each, now have 42 beds each. The New York law requires 600 cubic feet of air space for each dormitory inmate. A rough measurement of these Greendale dormitories gave about 275 cubic feet to each inmate. The desirability, if not the necessity, of lessening the evils and increasing the comfort of the present dormitories is apparent.

4. That as an educational and uplifting measure of considerable importance the appearance, furnishings, and equipment of the various dining halls be improved. Long bare tables, or those covered with greasy oil-stained crude eating utensils, with rough backless benches for seats, in grimy rooms, are depressing to the spirits of children, and

injurious in their influence. Bright and attractive dining rooms, tables of more homelike character, chairs such as "folks" use, good eating utensils, and a fair grade of crockery and table ware, are great helps in discipline and in character building among institutional inmates.

5. That urgent appeals be made to the Legislature for a much larger farm tract in connection with the institution. The present site includes only about 200 acres, of which at least 75 are taken up by the grounds for buildings, lawns, and playgrounds, leaving only about 125 acres for cultivation. Eight hundred or a thousand acres more would not be too much for an average population of about 500 inmates.

6. That the academic school work of the institution be at once brought up to the level of the State's best public schools. In the past, so the writer was informed, a number of persons have been employed as teachers who never had taught before, and who never had held a teacher's certificate. It should be the invariable rule that every teacher should be of high personal character, and hold a first-class certificate from the public school authorities. One or two years of successful experience as teachers in regular grade schools would not be an excessive requirement for those who are to teach in this confessedly difficult school.

7. That some way be found to bar the commitment of very young children to the institution, and especially any that have not committed offenses against the law. In the writer's judgment, even first offenders under 14 years of age should not be committed to the Houses of Reform; they should be given a chance to make good in family homes or in institutions for dependents.

Especially should no children be admitted who are merely homeless and dependent, and not personally blameworthy. At present there are a considerable number in care who are not only too young for such an institution, but have never committed any offense that would give an excuse for such a commitment. Only those really delinquent under the law should be admitted to the Houses of Reform, to share their mixed associations as well as to enjoy their benefits.

This holds, of course, in regard to mental defectives, as already mentioned. None who are noticeably deficient or feeble-minded should be admitted to this institution. They should go to the Kentucky Institution for Feeble-minded Children. It is a social crime to herd innocent dependents, mental defectives, and the wilfully delinquent promiscuously in the same institution.

8. That a crying necessity at Greendale is a better and completer segregation of the different classes of children. The only segregation now practiced for boys is by sizes. Ages and character are not considered. An undersized older boy, perhaps of the very worst character, may be placed in a cottage group with comparatively innocent lads several years younger. Contamination of the younger boys is easy and certain. Close association tends to bring all to the same moral level. And the mentally deficient, over 20 per cent of the entire number, are mingled with the others without the least effort at discrimination. Among the girls there is no segregation at all, save the select number afflicted with the social diseases.

The writer most earnestly urges segregation by character, disposition and conduct, with special segregation by mental age and other characteristics for the feeble-minded. Put a premium upon innocence and goodness, give the youngest and least tainted chances to develop away from the destroying influence of old and frequent offenders. Group the inmates not by inches of height, but by personal elements and possibilities. Otherwise hundreds who might have become good citizens will go out *Houses of Reform* far more depraved than when they were admit

9. That arrangements be made for more of good and systematic recreation, especially for the boys of the institution. The employment of a play director is heartily advised, and it is believed such an addition to the staff would be a profitable investment. His instruction in team games and other athletics, and in wholesome indoor games and amusements, would help materially both in discipline and in general development.

In this connection the writer suggests that \$200 or \$300 invested in a moving picture machine, to be used mainly with rented films, would be a fine thing for Greendale. Use it to give entertainments, perhaps once a week; the right to admission for the boys and girls of the institution being a reasonably perfect grade of conduct; any who fall below a proper standing being denied admission. Perhaps certain rumors in regard to severe punishment, which may or may not be true, would never have a real basis in fact if this type of suasion were the rule at the institution.

10. That Greendale is clinging to many old-fashioned methods that institutionalize inmates, is a somewhat general impression among social workers. The superintendent and officers should study more extensively the work and methods of the best industrial schools in the country. Few if any of the present force have ever seen or studied any other like institution, or have ever had employment in any child welfare work previous to their appointment to the Houses of Reform. Under such circumstances very little progress can be made, and one set of employees tend to repeat the work and methods of their predecessors, and to pass to their successors their own errors, failures, and routine of action.

The Board of Control should insist that every member of the staff attend a child welfare conference or convention of some sort at least once a year, to gather new ideas and methods, the same to be applied as far as possible under the superintendent's direction in the institution. Periodicals and annual reports of child-caring institutions all over the Union should be gathered and studied for the same purpose. Staff meetings should be held often, to be addressed by specialists on features of the institution's work, and for intimate discussion of local plans and possibilities. Great stress should be put on correct moral teaching, and the building of right character. Wise and liberal use should be made of non-sectarian religious influence, and Bible school work. In short, the Houses of Reform should rise above their stand-pat reputation, and become truly and vitally alive and progressive.

The work of this institution is to improve and reform the wayward youth of Kentucky, and to make of immature legal sinners desirable citizens. Nothing less than real success in this should satisfy the Board of Control, its responsible managers, or the officers and workers who represent the Commonwealth in their intimate efforts to accomplish the desired results.

IX.

DAY NURSERIES AND SOCIAL SETTLEMENTS.

IN ADDITION to the regular institutions for the care of dependent, delinquent, and defective children, modern cities have organized extensive social and charitable efforts in behalf of depressed or endangered elements of community life. Some of these are wholly or partially devoted to the safety or relief of needy or destitute children, and others are related chiefly to the mitigation of family conditions and the improvement and rehabilitation of homes. All materially affect child welfare and matters related to dependency and delinquency, hence should have some consideration in this study.

These various organizations, sometimes called auxiliary child welfare agencies, are mostly engaged in preventive work. They are established along what is called the "poverty line," which divides people who are adequately self-supporting from those who have not enough to maintain proper living conditions. Most of the children in agencies and institutions are members of families that have definitely fallen below the "poverty line," and in the main need or require charitable aid. The principal work of the auxiliary child welfare organizations is with the thousands more who are but slightly above it.

These organizations seldom receive children as wards, or assume more than a very limited control. Nor do they often take children into their care for more than a day, or a few days. Their work is usually advisory, educational, recreational, and occasionally remedial, yet is in a sense charitable, although that term is generally taboo in mention of it, because the recipients are merely at or above the "poverty line." Their direct relation to the agencies previously treated is limited to the giving of information concerning cases which need help, and arrangement for the care and control of children who are homeless, destitute, or require discipline and regulation. In this study only those most prominent and typical can be presented, and only by brief mention.

There are two types of organization more frequently found than any others—Day Nurseries and Social Settlements. The latter as a part of a large general work often include the former; but the former are very frequently found where no settlement centers are in operation.

DAY NURSERIES.

The chief function of the Day Nurseries is to care for infants and young children of mothers who are compelled to work away from home, or are otherwise unable personally to care for their children during the day. Frequently the day nurseries will have a section for babies and younger children, with a kindergarten for the older ones. Many are utilized for instruction of and influence over parents and homes, especially in sanitary science and domestic matters. Louisville seems to have only three Day Nurseries that are rendering regular and efficient service.

1. East End Day Nursery for Colored Children, 404 Lamp-ton Street.



EAST END DAY NURSERY
(Occupies only right-hand half of house)

This organization has been in effective operation for several years. The present building is a one-story brick cottage on a small lot, and rather meagerly furnished. One attendant is employed. Children from 2 to 12 years are taken, the nursery being available from 6 a. m. to 6 p. m. Breakfast and dinner are provided. Those old enough go from the nursery to a nearby grade school, and come back to stay until the hour for their return to their homes. A charge of ten cents per day is made for each

child, which is but a fraction of the cost of service. The remainder is furnished by the collections of the Welfare League. Mrs. Sarah Hamilton is President of the Board. The mothers mostly go out to work by the day and the average number of children in care is about 14.

The house is rented, and is not suitable for nursery use. There is no bath room, and one is greatly needed; no dining room, and all meals must be imperfectly served in a crowded kitchen; the facilities for indoor recreation are poor, and the lot is too small to use as a playground. A useful day nursery of this kind should have a better house, larger equipment, and suitable playgrounds in order to do effective service.

2. Union Gospel Mission Day Nursery, 112-116 East Jefferson Street.

This nursery, which was opened in 1906, is one of the practical and helpful branches of work long carried on by the Union Gospel Mission. Children from a few months old to school age are cared for from 6 in the morning till 6 at night, while their mothers go out to work. A competent and sympathetic attendant has charge of these little people. Lunches and special foods are given to the babies at suitable times, and a nice hot dinner is furnished in the middle of the day to the older children.



Mrs. Cardwell, matron of the Union Gospel Mission, starting a race on the playground used by the day nursery children.

The winter attendance averages from 15 to 20 children and in summer the number cared for often reaches 35. The charge is only a nominal one of five cents a day per child. There are

cellently furnished playrooms, and a large playground for use in good weather. One real luxury is a well equipped bath room, which has constant use. Many of the little folks live in cramped and dirty tenements where real bath rooms are unknown. Beds are provided for a nap when the little folks need it. The nursery also has clean clothes for the tiny tots. The children who have the advantages of day life in this nursery are greatly benefited.

The Nursery co-operates with the Babies' Milk Fund Association, so that the babies get the best milk both at the nursery and at their homes. It also sometimes cares temporarily for babies from the Juvenile Court. There is need of much more money, which Louisville should gladly furnish. A sun parlor or glass room for the babies is one of the improvements greatly desired. It should be built this year.

3. Volunteer Day Nursery, 534 W. Jefferson Street.

In connection with a working girls' home, where ten are now rooming and double that number can be accommodated, the Volunteers of America have started a Day Nursery. It began taking care of the children of working mothers about the first of March, 1919. One experienced woman is employed for the Nursery, which is open from 6 A. M. to 6 P. M. Six children are now cared for and Captain Holthouser confidently expects that calls for such assistance will tax the Nursery's full capacity of 25 in the near future. Those that arrive early have three meals furnished them; those coming later have dinner and supper. A nominal charge of ten cents a day per child is made to pay the wages of the nurse. Mothers leaving more than one child are only charged five cents a day per child.

SOCIAL SETTLEMENTS.

The settlement idea, which originated in England and later spread to America and other countries, is that a group of educated men and women voluntarily go to live in some little favored district of a city, in order that they and their neighbors may share what is best in each other's lives, and by mutual helpfulness raise the conditions and the standards of living for that part of the community. It includes the operation of a model home in a congested district, with educational and recreational adjuncts not normally possible to the local population.

Social Settlements have varied lines of helpfulness according to the needs of the neighborhood in which they are located. They often include day nurseries, kindergartens, employment *bureaus*, *dispensaries*, and sometimes free clinics for the families

of the poor. The social idea is dominant. Clubs for mothers, for boys, for girls; parties, concerts, dances, lectures, and moving pictures; reading and game rooms for the youth of the neighborhood, and association with and counsel from educated and interested friends—all belong in "the settlement idea."

There are seven social settlements in Louisville, four for whites and three for colored people. Brief mention will be given to each.

1. Cabbage Patch Settlement, 1461 South Ninth Street.

In recent years Louisville's "Cabbage Patch," so vividly and interestingly portrayed in Alice Hegan's story of Mrs. Wiggs, has had a center of social and religious service of high character in the settlement at 1461 South Ninth Street. Its purpose is thus stated: The Cabbage Patch Settlement was erected in 1911 to provide a non-sectarian place for the moral, physical, mental, and religious development of the residents in the factory districts of the southwestern part of the city. It strives by precept and example to teach the importance of proper recreation, the art of home-making, the value of co-operation, and the necessity for high standards in every-day living." The big assembly room belongs to the people. A model graded sewing school is conducted. Cooking classes are taught many delightful secrets of palatable food. The boys of the "Patch" make gardens in which cabbages are not omitted or neglected. Interest in indoor and outdoor sports, games, and team play, is cultivated. Mothers are helped and inspired in their domestic problems, and civic meetings, lectures, and debates teach the men some of the duties and privileges of good citizenship. Entertainments of a general nature, and neighborhood gatherings, are frequent. "In every branch of the work, stress is laid upon those fundamental principles of Christianity that make for the development of character."

One resident worker, with an assistant, is all the funds at command and have so far permitted. Most of the activities and detailed service have been dependent on a splendid corps of volunteers, both ladies and gentlemen, who have aided cordially in the work under the resident's leadership. The Settlement House is a two-story frame structure, with a large basement. One of the present needs is manual training equipment. Some one should donate the desired tools, benches, etc. That section of the city needs the Cabbage Patch Settlement, and if rightly conducted this social center has a bright future before it.

2. Neighborhood House, 428 South First Street.

Founded, 1896; incorporated, 1902. The historic beginnings of this important settlement center are interesting, and can best be told in the words of an old report:

"An old saloon building, at the corner of Preston and Jefferson Streets, was rented, and the work was begun there in September, 1896. This was made possible by the financial backing of Miss Lucy Belknap, and was under the personal direction of Mr. A. A. Hill, who started several boys' clubs, notably one for the study of American history. Soon there were added classes in sewing and singing, story-telling for small children and a literary club for young women. The number of those who came grew rapidly, the two rooms were overtaxed, and before long, in September, 1897, a house was secured in the same locality, 324 East Jefferson Street, and was named Neighborhood House. This became a model home in our congested district; many new clubs and classes were formed, a library was opened for circulation, and the work developed along various lines, until it reached the proportions shown below.



NEIGHBORHOOD HOUSE

"In 1899, an Advisory Board of ten men and women, among whom were no distinctions of race or creed, was formed to act with the Head Resident. Early in 1902 the house at present occupied, 428 South First Street, was donated by Mrs. W. B. Belknap. * * * Neighborhood House was then incorporated, and the Advisory Board became a Board of Trustees. * * * In 1911, the lot to the south was purchased, the old house was remodeled, and a hall was erected to be used as a gymnasium, auditorium, and dance hall. * * * In the summer of 1913 a roof garden was added, and later the fountain, given by Miss Lucy Belknap, was placed in front of the house."

All through its history in addition to clubs, classes, socials, library work, entertainments, and general community betterment, the institution has been active in civic work in connection with other organizations. A public bath house on Preston Street, investigations that led to the better enforcement of the Compulsory Education Law, and the enactment of the Child Labor Law of 1908, and the Ten Hour Law for Women of 1912, are among the results of the activity of Neighborhood House residents and their friends.

The activities of the settlement are divided into sections with systematic attention to each. Neighborhood work includes visits to the home of every child coming to the Settlement; and in a friendly way efforts are made to solve the problems of the various households. The Settlement's neighborhood is made up of lodging houses; old dwellings converted into tenements, saloons, and business houses; and the neighbors are a heterogeneous mixture of Syrians, Jews, Italians, Sicilians, Greeks, and Americans. Educational work is both academic and industrial. The recreational work includes social life of groups, with parties, entertainments, exhibits, and gymnasium features. The House also is a training school for new social workers. And the House co-operates in all advanced movements for the city with other social agencies.

Miss Frances Ingram has been Head Resident since 1905, and much of the success and special work of the Settlement has been due to her initiative and wise leadership. She has been and is assisted by an excellent staff of workers about fifteen in number.

3. Union Gospel Mission, 114 East Jefferson Street.

Founded, 1885. The combined care of mothers and babies and the Day Nursery of this organization already have been mentioned. The social settlement features of the work require a couple of paragraphs. Ministry to the needs of the surrounding population has led to the development of mothers' meetings, sewing classes, a free employment bureau, and the visitation of homes for counsel and assistance. Much work is done in close co-operation with the District Nurse Association and the Associated Charities.

One special feature is its boarding home for working girls. It is conducted in a large building a few doors removed from the mission. A competent house-mother is in charge, and a cook is employed. Here 15 or 20 girls have a real home. They are employed in offices, stores, or factories in the vicinity. For the small sum of from \$10 to \$20 a month, according to the accommodations furnished, they are given board and lodging, with parlor, library, and other privileges, with few restrictions and under elevating influences. It is one of the best pieces of constructive social service in Louisville.

4. Wesley House, 809 East Main Street.

Founded, 1903. A social settlement established, managed, and largely supported by the City Mission Board of the Women's Home Mission Society of the Methodist Episcopal Church, South. The spirit and practical helpfulness of Wesley House are remarkably high and extensive. "Founded and conducted by church people of one of the orthodox denominations, it yet renders impartial service to folks of all creeds and of all ages. Many a church might envy its spiritual influence among those who live

in its neighborhood, and yet it is no church; many charities might envy the constructive good it does, and yet it is no mere charity. It commands the devoted service in its support of consecrated women throughout the city; and those whom it actually serves pass the half-thousand mark." A clinic and the services of the Babies' Milk Fund Association are attached to Wesley House; mothers' clubs teach young matrons a thousand useful matters related to home life; a Boy Scout troop directs the boyish activities of a large number of restless lads; community singing and supervised games are interesting and useful to a large number; cooking classes and manual training are taught with efficiency and success; many neighborhood problems are studied and solved; and the wise and modest deaconesses are welcome guests in hundreds of troubled homes; the daily Vacation Bible School during the summer has been a perennial blessing; and the frequent, regular, interesting, helpful yet practically undenominational, religious services have ministered to the spiritual needs of the community in an intimate way unlike that of the formal and dignified church.

There are three Deaconesses in charge of the Wesley House activities, supported by one or two hired employes and 40 volunteer workers. Over 500 homes are reached, and the annual visits made to them exceed 1,600 every year. There are 21 clubs holding weekly meetings, with an enrollment of 474 members. There is a population of 15,000 directly touched and influenced. Annual expenses are about \$3,500. Wesley House needs at least two more resident workers, double the number of volunteer helpers, \$2,000 more annually for expenses, and new buildings to cost from \$30,000 to \$50,000.

5. Booker T. Washington Community Center, 960 Magazine Street.

This social center is not a settlement, but rather a gathering place for the negroes of the west-central part of the city. It is a large three-story brick building, mainly devoted to lodge rooms for the organizations to which colored people are so partial. It also serves for numerous neighborhood entertainments, special moving picture shows, general banquets, various clubs and classes, and other social gatherings. Mrs. Bessie L. Allen is manager of its principal social features, and her husband, Henry Allen, is the paid secretary.

6. Plymouth Social Settlement, 1624 West Chestnut Street.

This is a real social settlement for colored people in a suitable building, and apparently managed on a first-class basis and with visible success. The Settlement House is a three-story brick

building, erected in 1917, at a cost of \$20,000. Its first floor contains offices and a large room with a stage. This room is used constantly for clubs, classes, drills, and other purposes, as well as for various programs and entertainments. The second floor has an assembly room with a moving picture machine; and also class rooms, and a kitchen—the assembly room serving as a dining room on occasion. The third floor is devoted to lodging rooms for working girls. A house-mother is in charge; there is a neat sitting room, with a library and a Victrola, and every room is well and attractively furnished. Each girl pays \$1.75 per week for her room. All are employed as domestics. If accommodations were provided, several times the present 15 would gladly live at the Settlement. It is the ambition of the management to build an addition on the vacant lot at the rear, for the accommodation of from 25 to 50 more girls of this class. Another \$20,000 would be well invested in such a working girls' home.

Rev. E. G. Harris, the leading spirit and manager of the Settlement, thus defines its chief activities:

"The building offers an opportunity for improvement, industrial, social, and moral, to the colored people of Louisville who work for their living. It provides a central employment bureau; it is a place where girls coming to the city to find work may have lodgings until employed. It is a place where working girls who cannot stay at the places of their employment may have good, clean rooms, with bath. It furnishes instructions to girls and women in cooking, sewing, and other branches of housekeeping. It is a place where working people can spend the evenings in wholesome amusement and recreation, with concerts, moving pictures, games, etc., in place of the "chili" parlors, the common dance halls, and other questionable resorts."

Two workers are constantly employed. The annual cost of maintenance is about \$3,600. The main part of the finance is now raised by the Welfare League.

7. Presbyterian Colored Mission—Two Centers:

- (1) Hancock and Roselane Streets.
- (2) Hancock and Jefferson Streets.

Founded, 1898. The Presbyterian Colored Mission was founded by a group of six students from the Presbyterian Theological Seminary. It is now incorporated, and has a regular Board of Managers. At first it was merely an attempt to give religious instruction to a large number of colored people who were *sadly neglected*, but social and vocational features were

almost immediately required and provided. After twenty years the mission has become the most important work for negro uplift in Louisville, and is excelled by few anywhere in the South.

The type of work developed is rather that of the institutional church than the social settlement, if a line can be drawn between these types of service. The buildings are not the homes of the workers, but practically every other social settlement idea is in active operation. It is largely due to the Presbyterian Colored Mission, and to Rev. John Little, from the beginning, its good genius and manager, that it is now said: "Louisville is the first Southern city to systematically and successfully handle its colored problem."

The mission has two centers—one at the corner of Hancock and Roselane Streets, and the other, half a mile away, near the junction of Hancock and Jefferson Streets. These serve two distinct settlements of negroes, that are side by side, but intermingle very little. The Roselane property is valued at \$10,000 and the Jefferson Street building at \$15,000, making a total of \$25,000 in buildings and equipment. There are five paid workers on full time, and 53 volunteers who give part-time service. The budget for 1918 covering current expenses was \$12,700.

The above mentioned buildings were purchased in 1905 and 1910, and greatly increased the confidence of the colored people in the mission's desire to help them, "and since the purchase of these properties there has been a steady increase in the numbers reached and in the efficiency of the service rendered."

The Sunday services and Sunday Schools are largely attended and of great influence. The week days and evenings are filled with a constant succession of classes, clubs, general gatherings, concerts, lectures, and special entertainments. From the first the cooking and sewing classes have been attended by as many as the rooms would admit or for whom teachers could be provided. The shoe repair shop is but slightly less useful. A free bath house has done fine service. Clubs of boys, girls, mothers and men have developed social qualities and good citizenship. Each fall *there is a canning campaign that results in many thousands of jars of fruit being put up for winter.* There are summer trips to

the country, special clinical and orthopedic help for those in need of it, and a hundred other elements of real humanitarian work.

There is little to criticize and much to commend in this excellent mission. The Rev. John Little, a white clergyman, has given to it twenty years of devotion, ably seconded by scores of the leading white citizens of Louisville. Many negroes have developed through it to fine citizenship and leadership among their own people. Of the work, W. D. Weatherford, author of "Negro Life in the South," very properly says:

"One of the most remarkable pieces of social service and Christian mission work being carried on anywhere in this country can be found in Louisville under the guidance of Rev. John Little. Mr. Little has, in the work he is doing here, set a standard for such work in any city in the South. This sane combination of religious, social and industrial training commends itself not only to the best colored people, but to the best white people of our section."

SOCIAL SERVICE ORGANIZATIONS.

THERE are a number of other social service organizations in Louisville that are as definitely related to problems of child welfare as are the day nurseries and social settlements. Each of them has a special field and function, and does a preventive or protective work for children, youth, or families. Nine of these organizations are here given brief special mention.

1. Associated Charities, 215 East Walnut Street.

The Staff of the Associated Charities consists of a Superintendent, Assistant Superintendent, four Supervisors (three white, one colored), five Visitors, two Stenographers, one Bookkeeper, and a Night Clerk. The office is open until 10:30 o'clock every night and the entire day on Sunday. The salary budget of the staff for 1918 was \$9,545. The total operating expense for the year was \$4,100. Total spent for relief was \$26,672. Entire expense of the organization for 1918 was \$40,317.

In the normal and regular work of the organization, whose principal or central activity is the assistance of distressed families, a total of 2,625 families were aided to some extent. This work required the making of 11,117 calls and visits, and the expenditure of the above mentioned \$26,672 in material relief. The work during 1918 was greater and more pressing than ever before, owing to war conditions. Some of the special activities of the Associated Charities can be noted in the following extract from the annual report:

"Due to the unsettled conditions of the country during the past year the Associated Charities has intensified need for service which will reinstate people to normal living. The saving of human life and energy and the conservation of moral resources and character are being valued as never before. The basis of this social work must be skilled service and co-operation of all community resources. This is being done at the present time.

"Through the efforts of Mr. Elwood Street, Director of the Welfare League, the Associated Charities has furnished trained workers to the following charitable activities of the city:

- (1) Family applications for coal.
- (2) Applications for admission to Home for Aged and Infirm.
- (3) Care of beggars who have been removed from city streets.
- (4) Beds and linen loaned to health department when emergency hospital was opened during epidemic of Spanish influenza.
- (5) Trained worker is handling applications for admission to Home for Incurables, East End Day Nursery (Colored) and Union Gospel Mission Day Nursery.



ENTRANCE TO SOCIAL SERVICE BUILDING, LOUISVILLE

- (6) Applications to Louisville Flower Mission and the Loyalty Charity Club.
- (7) Survey made of all families listed by the Flower Mission.
- (8) Survey of possible need in all families where husband or wife died of influenza.
- (9) A temporary Child Welfare Bureau for placing of children who have become orphans because of epidemic Spanish influenza; this in connection with the American Red Cross and the National Council of Defense.
- (10) Study of fourteen families to discover the cause of poverty.
- (11) Aid for children who lack suitable clothing to attend school.
- (12) Co-operation with officials of city and Camp Zachary Taylor in psychological examinations of lewd women, and in sending such as are feeble-minded to State institution at Frankfort.

2. Babies' Milk Fund Association, 215 East Walnut Street.

The Babies' Milk Fund Association is an important organization, and is dependent upon the public for the funds necessary to carry on a work that adds comfort to families and reduces the mortality among the babies of the poor. Its purpose is thus expressed: "To reduce the infant mortality of Louisville and to increase the health and vitality of its children." Its methods include: Maintenance of a prenatal and obstetrical clinic; the encouraging of maternal nursing; the distribution of clean milk to needy babies; the careful feeding of each child under the direction of a physician; the care of sick children and the oversight of well children in their homes by graduate nurses; the persistent education of mothers in the proper care and feeding of their children by means of practical instruction in their homes; and the education of the public at large in the necessity for clean milk and intelligent care for young children.

During the year 1918 nearly 2,000 babies were supervised by the nurses employed by this association; over 1,000 of them were more than a year old, and nearly 1,000 were under that age. The nurse visits totaled about 23,500. Over 4,000 babies were weighed and measured, and some advice given to their mothers. Among the babies directly cared for by nurses of the association, and fed by its directions, the mortality of those under one year of age was only 2.1 per cent, while in the city at large the mortality for the same class was 11.7 per cent. This significant fact is sufficient evidence of the good work done by the Association, and is a warrant for the expenditure of all the money it needs for clean milk and for the services of nurses.

There are from seven to ten nurses and assistants constantly employed, and the cost of the milk used and the service rendered amounts to about \$9,000 a year.

3. Boy Scouts, Room 605, Paul Jones Building.

The Louisville Council of Boy Scouts of America is a strong and influential organization containing 45 troops and 1,000 members. A. T. Benson is Scout Executive, and there is one other employe at the Council offices. The budget for 1919 is \$8,600.

This non-sectarian body recognizes the religious element in the training of a boy, but believes that the church of which he is an adherent or member is the proper organization to give him religious education. Scout craft includes instruction in First Aid, Life Saving, Tracking, Signaling, Cycling, Nature Study, Seaman-ship, Campcraft, Woodcraft, Chivalry, and all of the handicrafts. Louisville is to be congratulated on the efficiency and progressive-ness of this useful organization.

4. Children's Protective Association, 215 East Walnut Street.

This Association was organized in 1914, and in the beginning it was a "Big Sister" movement, established to meet requests from the Juvenile Court for assistance in probation work. The work of the Association broadened, and grew in importance as it was more and more recognized as a general child welfare agency, until in 1917 it was completely separated from the Juvenile Court, a Board of Managers was appointed to administer its affairs, the financial support was obtained from the general public. The Association is now a member of the Welfare League.

The present staff consists of a Field Director, a Stenographer, and three agents with some training in child welfare work; and aid is given by a varying number of volunteer workers. The work is done in co-operation with other welfare agencies. Cases of mistreatment, neglect, and other sins against childhood, as well as conditions which require investigation and special case work, are reported to the Association by the schools, the Associated Charities, the Juvenile Court, the Police Department, and the public at large. After investigation, such cases are reported to the best and most likely agency for action.

The care of adolescent girls is a special feature of the Association's work. Activities in their behalf have led to three distinct lines of action: (1) A campaign for the continued divorce of liquor and dance halls; (2) The investigation and prosecution of assignation houses admitting minors, which resulted in shutting up some places which had been defying the closing orders; (3) The investigation of rooming houses that had come under suspicion. The Association also took an active part in work for child labor legislation at the last legislative session.

Summed up, the work of the Association is the contribution of a number of interested workers to the bettering of conditions affecting Louisville children, both in their own homes and under wider conditions for which the community as a whole is responsible. Mrs. Harry Bishop is the Association's Field Director. She is recognized as a probation officer, but receives no salary. The budget of the Association for 1918 is \$4,500.

The Association is not incorporated and therefore is not a legal agency or institution for the care of children. It should not assume control or guardianship of children, or seem to assume guardianship, as an organization, although its officers may be personally appointed guardians by the courts. No placing-out work should be done, except possibly it might act informally as an agent for indigent parents in securing boarding homes for dependent children. All placements for adoption should be made by regularly incorporated and permanently established child-placing agencies.

Louisville has no Humane Society for Children or Society for the Prevention of Cruelty to Children. The Children's Protective Association, as yet an informal and unincorporated body, is now covering some of the field of an S. P. C. C. We believe that it may have enlarged usefulness by abandoning some present activities which are closely identified with the field and work of the Associated Charities and the probation officers of the Juvenile Court, and incorporating for service as a Society for the Prevention of Cruelty to Children.

5. Community Council, Room 1100, Starks Building.

The Community Council is an informal affiliation of all activities interested in the welfare of Louisville, with membership not limited by connection with the Welfare League. Each agency or institution is entitled to two delegates, and meetings and consultations are frequently held for mutual understanding, advocacy of progressive movements, and other measures of practical co-operation. It is a central body with few limitations to its activities, all of which are dependent upon mutual trust and confidence, and willingness to place the functions of the organizations at the service of community in general. A large part of those represented are child welfare organizations. Mr. Elwood Street is the Council's secretary.

We believe that the appointment by the Community Council of a Child Welfare Committee would be a distinct advantage to the work in Louisville. This Committee could investigate propositions for advance movements, formulate plans for action by the Council and its constituent organizations, indicate modern and

progressive methods of work, advocate special city and State programs of systematic service, draft bills for new laws to present to the State Legislature, or new ordinances to present to the City Council, and represent the Community Council in child welfare matters in assemblies, conferences, and conventions. Perhaps in time a paid secretary might be employed as the executive officer of the Council's Child Welfare Committee.

6. District Nurse Association, 215 East Walnut Street.

Louisville has a District Nurse Association, with a staff of 12 nurses, operating in six districts. During 1918 it cared for nearly 5,000 patients. Its budget for 1919 is estimated at \$17,700. It is now extending its services, on a cost basis, to those patients who cannot afford the full time services of a trained nurse, but who can pay for service by the hour. With all the other federated social agencies, the District Nurse Association is engaged in co-operative effort to make Louisville a better place for the life and health of all of its people. It works in close association with the Babies' Milk Fund Association.

7. Kentucky Child Labor Association, 428 South First Street.

Kentucky has an excellent child labor law, whose enforcement is increasingly demanded by public sentiment. An inspector is maintained in the city of Louisville. The writer made no study in regard to the child labor situation in Louisville, but the part of the Kentucky Child Labor Statute that controls the granting of working permits to children, and indicates the conditions to be met in applying for a certificate, is so important, and should be so fully known to all parents and other citizens, that it is here quoted:

"Section 3. Employment certificates shall be issued only by the Superintendent of Schools or by a person authorized by him in writing, acting in his name. Where there is no local Superintendent of Schools, they shall be issued by the County Superintendent of Schools, or by a person so authorized by him.

"Section 4. The person authorized to issue employment certificates shall not issue such certificates until the child in question, accompanied by its parent or guardian, has personally made application to him therefor, and until he has received, examined, approved, and filed the following papers duly executed:

(1) The school record of such child properly filled out and signed as provided herein below.

(2) A duly attested transcript of the birth certificate filed according to law with any officer charged with the duty of recording births; or a passport; or a duly attested transcript of a certificate of baptism, showing the date of birth and place of baptism of such child; or, in case the officer authorized to issue the certificate is satisfied that none of such pro-

age can be produced, other evidence of age, such as a duly attested school census, or school enrollment record, or affidavit of the parent, guardian, or custodian of such child, such as shall convince such officer that the child is fourteen years of age or upwards.

(3) The written statement of the person, firm, or corporation in whose service the child is about to enter, that he intends to employ the child, which statement shall give the nature of the occupation for which the child is to be employed.

(4) A certificate signed by a physician appointed by the school board, or other public medical officer, stating that such child has been examined by him, and, in his opinion, has reached the normal development of a child of its age and is in sufficiently sound health and physically able to be employed in the work which it intends to do. * * *

(5) The school record herein required shall be signed by the principal or chief teacher of the school which such child has last attended, and shall be furnished, on demand, to a child who, after due examination and investigation, is found entitled thereto."

The Woman's Club of Louisville is making an effort not only to have the law in regard to working certificates enforced, but also to guide the young who are compelled to work into occupations that shall have future value to each future wage earner. In a recent report the Club says: "None cares to move in the dark, yet we deliberately connive at the blindfolding of children when we fail to acquaint them with those jobs that are 'blind alleys' with the consequent lack of opportunities."

The Kentucky Child Labor Association, under the leadership of Miss Frances Ingram, has been instrumental in securing a general child welfare survey of the entire State of Kentucky, by the expert team of the National Child Labor Committee of New York City. This survey, which will utilize the careful and detailed field work of nine special investigators, each employed for from three to four months on his particular part of the research, was begun about March 15, 1919, will probably be finished in July, and published the coming fall. The present study and several others on special subjects will be utilized in this general survey. The sum of \$5,000 for the expenses of the field work has been pledged by Kentucky organizations, and the salaries of the nine expert investigators is paid by the National Committee. The State is to be congratulated on obtaining this special service, and may expect large results from it in days to come.

8. Social Service Exchange, 215 East Walnut Street.

The Social Service Exchange is a piece of community machinery, and when widely used and properly managed may be of large and material service. It aids and promotes by means of confidential information the activities of the entire circle of organizations with which it is connected.



THE SOCIAL SERVICE EXCHANGE IN ACTION

The Louisville Social Service Exchange is a co-operative agency of most of the social service organizations and institutions of the city. It records identifying information which enables one social agency to learn of the interest of another agency in a child or a family, avoids duplication of investigations, prevents duplication of assistance to people who are not always conscientious, conserves charitable resources, and advances efficiency in the administration of charities. Its work is based upon mutual trust and understanding among societies and institutions for philanthropic service, and is one of the elements in practical co-operation. Its budget for 1919 is \$2,185.

9. Welfare League, Room 1100 Starks Building.

The Welfare League of Louisville is an incorporated body, governed by representatives of charitable and philanthropic organizations, to simplify the raising of funds, eliminate unnecessary expense in solicitation, standardize the accounting and work of member organizations, prevent duplication of activities, bring about better understanding among social workers, foster a spirit

of co-operation, provide increased funds for social service, and to do any other work that may be deemed wise or necessary in the furtherance of the welfare of the city of Louisville. The League was established, with Mr. Elwood Street as Director, in November, 1917.

The Welfare League now includes 28 agencies and institutions of various types and kinds, all of them approved by the Endorsement Committee of the Board of Trade. The combined budget of these organizations for 1919 is nearly a quarter of a million dollars. It already has a commanding position in the charitable and philanthropic work of the city, is connected with practically every advance movement made or contemplated, and has the promise of increasing usefulness in coming years.

The present study is one general result of its activities in co-operation with other organizations. The expense of the general child welfare survey of the State, mentioned elsewhere, is to be partly financed by the League. One of the most notable of the past year's accomplishments is the happy inauguration of a School of Social Work, by a series of lectures during the season of 1918-1919, to which will succeed a more formal course of studies and lectures next year.

AGENCY AND INSTITUTIONAL WORKERS.

A NUMBER of important child welfare matters so far have received only incidental treatment, if mentioned at all in preceding sections. They will now be discussed briefly in the hope that setting them forth will stimulate thought and action along some lines of greatest need. One of them is the proper method of selecting and of putting into service agency and institutional workers.

The quality of work done in child-caring institutions is governed less by fine buildings and equipment than by the spirit and efficiency of their officers and employes. Upon the institution under whose name it serves the staff of workers sets the stamp of its own character and combined personality. Therefore, an institution is judged more by its human working force than by its physical plant.

This fact makes the employment or appointment of officers, teachers, and other workers in all institutions a matter of grave responsibility. Poor and untrained workers lower the tone and efficiency of an institution, lead to slovenly management and operation, permit personal and group irregularities, cause scandals and extravagance, and make necessary all sorts of "investigations." Carefully selected and well trained workers are the only basis on which to expect institutional success. Good physical plants and equipment are exceedingly desirable; good staffs of workers are absolute necessities.

Sometimes the working forces of private institutions are weakened by the employment of friends of Board members without regard for their suitability for service; or of persons desired by executive officers for the sake of promised loyalty and good will, who are given places regardless of their competency or the lack of it.

The staffs of public institutions are too often made up of political appointees, without previous training and experience, who are given responsible positions as pay for partisan service. Some such appointees are very talented, finely educated, and highly respectable persons, but nevertheless are as unfit for the duties they are expected to perform as a green "rookie" is to command an army. Most of them fail miserably as workers, and discredit the institution they serve; others, after bitter experiences never made public, win success at the people's expense. All such

know that their tenure of service is measured by the span of a friendly administration, and expect to be superceded automatically by a new set of appointees when new city, county, or State officials assume control.

No arguments are needed to show the social and economical evil of such methods. Fitness for the duties to be done is the only right basis for the employment of workers in private institutions or their appointment to positions in institutions under public management. With especial reference to workers in public institutions the writer prepared a basis for the selection of officers and other employes in various capacities in the State of Oregon. In substance the same apply as well to the employes of all private institutions. They are here submitted as equally suitable and pertinent in the selection of all agency and institutional workers in the State of Kentucky.

1. All appointments of institutional workers should be made on the basis of merit, training, and experience; and politics and partisanship should have no place in the selection of employes of child-caring institutions.

2. If workers are thus selected, continuity of service usually results in additional efficiency. In some Eastern States, in regard to some positions, it is held that less than five years of continuous service is unprofitable.

3. Trained and experienced employes who have given satisfactory service for one or more years should have their worth recognized by an advancing scale of salaries, proportioned to their positions and responsibilities, to reach a maximum at perhaps the fifth year.

XII.

CASE STUDY AND SPECIAL EXAMINATIONS.

LOUISVILLE child-caring agencies and institutions, with very few exceptions, are not applying modern methods and principles in regard to the reception of children. Most of them are badly belated in the application of up-to-date diagnosis or case study of their wards. A merely perfunctory physical examination by a physician is practically all the majority require when children are admitted, and some quite important institutions almost ignore even that. Therefore some discussion of what is required by the best social practice along this line is a pertinent part of this report.

There are three related parts or phases in a proper case study of a child whose admission to an institution is proposed, or who becomes a subject for action by a juvenile court: (1) The social study of the child, its family, and its previous environment; (2) the thorough physical examination of the child by a competent physician; (3) the mental and dispositional examination of the child by an expert psychologist. The time has come when the neglect of any of these is counted a real imperfection in the work of any reputable child-caring organization.

The social part of this study necessarily must be made by someone reasonably well trained or experienced in such matters. This emphasizes the need of trained workers, especially in the chief positions in all child-caring organizations. Proper forms, prepared by experts, should be used, and each institution's management should seek for practically perfect use of them in each individual case.

The physical examination should be made at the very time a child is received, before then, in fact, if opportunity is given, whether the child is to be a temporary or a permanent ward. Such prompt examination would save many an institution from serious epidemics, as well as give exact information as to the physical condition of the incoming child. This examination should be as elaborate and complete as an examination for life insurance, and should be fully recorded on proper blanks.

The necessity of a psychological examination becomes increasingly evident every year. Many social workers are puzzled as to their duty when specially stupid, backward, erratic, or neurotic children are under consideration. The developments of applied psychology each year, in mental tests for relative age and the recognition of moral and emotional abnormalities in children, afford material help in these matters. Some cities have so full

recognized this need as to establish psychological laboratories in connection with the public schools, and employ psychologists for the examination and grading of all public school pupils. The city of Louisville has such a laboratory, with Miss Henrietta Race, an expert psychologist, in charge, and doing fine service for the city schools. This fact makes it easier to urge upon the charitable child-caring institutions of the city and State the need and value of such psychological work, especially in the reception of wards.

It was shown in the descriptions of the child-placing agencies and some other institutions, that great difficulties were encountered because many feeble-minded children came into care, and after reception it was almost impossible to transfer them to the State Institution for Feeble-minded Children, or to return them to their original locations. Making receptions depend on the results of careful psychological examinations would obviate most of these difficulties. The examinations also would indicate relative backwardness in normal children, or perhaps show exceptional mental gifts and promise; they would also give lines on dispositional peculiarities, and possible mental maladies which would require treatment by skilled psychiatrists.

There are several ways in which this need may be supplied in the city of Louisville. Strong individual institutions could employ a good psychologist as a regular member of each staff of workers. Groups of institutions could co-operate in a practical way by employing one expert psychologist for their combined necessities along this line. The University of Louisville could be urged to develop special clinical work of this kind in connection with its department of psychology. The Board of Education could enlarge its Psychological Laboratory in connection with the public schools so as to include this work for both public, and private child-caring institutions.

Conversations with institution officers, public school officials, and professors at the University, have led to assurance that only a general co-operative movement is needed to obtain a practically perfect arrangement for psychological work with institutional children. The University of Louisville gave favorable consideration to the suggestion that its psychological department be enlarged and strengthened, so as to provide clinic service on the line of mental tests and examinations. Superintendent Reid and Miss Henrietta Race of the public schools very cordially considered a plan for the enlargement of the school laboratory, the employment of at least one additional psychologist, and the furnishing of central psychological service to all of the child-caring institutions of the city, including the Juvenile Court. Mr. Elwood

Street, for the Welfare League, pledged co-operation in financing such work, and believed that the Welfare League would willingly provide part or all of the salary of a psychologist for the examination of institutional children, either in connection with the University or with the public schools.* The following extract from a letter received from Superintendent Sehon, of the Kentucky Children's Home Society, under date of January 29, 1919, shows the serious consideration given to the matter by at least one institutional executive:

"I will, in the next week, secure the services of an expert in the care of backward and feeble-minded children. We will institute the Binet-Simon system of tests, and have this woman, who is an expert, in charge. She has had training both in the East and here."

The personal examination of the child itself should be preceded by or in direct connection with a detailed diagnosis of the child's family and former environment. In order to know whether or not to receive a child, and if received what to do with him or her, an intensive study of many matters is essential. The ordinary cases of dependency or delinquency require the division of the inquiry into two related sections, and to make clear to the inexperienced just what a "case study" implies, a quotation is given from a book on "Child-placing in Families," where these matters are described in some detail:

1. Study of the Family. The personalities of parents and other relatives must be traced. Their character and standing in the community, their mental strength and education, their vocations and financial ability must be ascertained. It is also necessary to know their physical condition, the state of their health, whether or not they have tuberculosis, syphilis, or any other infectious or transmissible disease; their personal habits in regard to intemperance, gambling, begging, or other objectionable practices; their religious faith and connections; their personal relations to the child or children involved, as to affection, control and discipline, proper training, kindness or cruelty. If inability to give the children proper homes and care is shown, it will be necessary to estimate whether or not such disabilities are merely temporary or are incurable and permanent.

2. Study of the Child Itself. This involves not only the child's personality at the time of examination, but also matters related to past experiences, present conditions, and future prospects. Six lines of inquiry are suggested:

*The social workers of the city, at a meeting held in March, 1919, formally requested the Board of Education to enlarge its psychological laboratory, and favorable consideration was pledged by educators present; and on April 9 the Board of Presidents of the Welfare League requested the Board of Education to extend its psychological laboratory to meet this need and appropriated \$2,500 a year for two years for this purpose.

a. **Study of the Child's Heredity.** To discover, if possible, whether it is likely to be a victim of feeble-mindedness, insanity, epilepsy, or syphilis; or liable to develop tendencies toward alcoholism or tuberculosis.

b. **The Child's Previous Environment.** Its associations and opportunities, its home life, school work, church and Sunday-school privileges, neighborhood conditions and personal companionships.

c. **The Child's Physical Condition.** This will include a thorough examination by a competent physician in regard to the eyes, ears, nose, throat, teeth, skin, heart, lungs, digestive apparatus, and all the bodily organs and functions.

d. **The Child's Mentality.** This involves a psychological examination by an expert, using the Binet-Simon and other tests, for all children over three years of age, to determine normality or abnormality, special aptitudes, relative mental age, and educational progress. In some cases additional study will be required if children are found to be erratic, emotionally upset, or nervously disordered, in which case a psychiatrist should be consulted.

e. **A Social Study of the Child.** One is exceedingly important, in order to determine what kind of associations within the institution, or kind of a home will be best for it. This study will determine its disposition and its preferences, its likes and dislikes, its attractiveness or unattractiveness; and in an older child its acquired habits and manners. The facts obtained should be definitely recorded.

f. **A Study of Vocational Experiences.** The possibilities of children old enough to have worked, or who soon will be of an age to begin work for wages, should also be considered.*

*Child-placing in Families. W. H. Slingerland, Ph.D., Department of Child-helping, Russell Sage Foundation. New York. 1918, pp. 86-88.

XIII.

HOUSING REFORM IN LOUISVILLE.

THE Tenement House Commission of Louisville made an exhaustive and convincing report on tenement house conditions in 1909, and laws were enacted as a result that have materially reduced the evil conditions so vividly portrayed. Nevertheless, there are still enough bad tenements, alley houses, unsanitary and disease-breeding residences, hovels, shacks, and dark or poorly lighted rooms occupied by whole families, easily located without special investigation, to lead any friend of humanity to urge additional efforts for improvement.

The writer feels that it is best here to express a few reasons for new and special work for housing reform and improvement, in the hope that they will remind the splendid people of the city that "eternal vigilance is the price" of good housing and community health. By eliminating the bad houses, preventing the overcrowding of rooms, correcting the unsanitary neighborhoods, and compelling both landlord and tenant to conform to laws and social ideals to a reasonable extent, the brood of evils due to wrong conditions will be largely abolished, the young life of even poverty-stricken families will be saved from many ills and temptations, and the Juvenile Court and the orphanages will have a diminished number of "cases" to consider and inmates to support.

1. Bad housing is the direct cause of physical debility and of infant mortality. It is bad enough for large children and adults; it is deadly to babies. On the average among the poor one child out of every five born dies before it is a year old. Before the second year is over another out of the five also dies. The rate for babies in real slum conditions is still higher. In the alleys of Washington one babe out of every three dies before it is a year old. It is probably as bad in the alley houses of Louisville, and in other places where the living quarters are exceedingly poor.

2. Bad housing is especially noticeable among the colored people of Louisville. First, the colored people average a larger proportion of their number who are very poor, and must live where they can. Second, it is not considered in some quarters as important to have negroes in sanitary habitations as it is to have the whites well housed. But in the matter of infection and the spread of many diseases, and for other reasons, it is as important to the white people as it is to the negroes that comfort, cleanliness, sanitary conditions, and light and pure air are found in the homes of the negro population of Louisville.

3. Bad housing leads to loss of self-respect. In a half-rotten, leaky, tumble-down, crowded old house, devoid of every feature that makes an attractive home, how can people hold up their heads and be real men and women? They see only the broken and ugly in their surroundings; they smell only the putrid odors of decay; they eat poor food that gives insat-

ficient nourishment, and sleep on vermin-infested mattresses. When they sneak out of their miserable quarters, like rats from their burrows, how can we expect them to be desirable citizens? Self-respect is a fundamental of moral rectitude; therefore people who live in such quarters very naturally are the vagrants and criminals, and in politics the I. W. W.'s and Bolsheviks of our cities.

4. Bad housing destroys decency. When families occupy only one room, and possibly share it with the ever-present boarder, and perform all their personal duties, sleeping, dressing and undressing, witnessing many unmentionable things that are common and necessary where family life exists, there is no shock when their privacy is intruded upon, for there is no privacy for anyone under such circumstances. Children who are born and live in such conditions have neither modesty nor decency in either thought or conduct.

5. Bad housing subverts morality. Lack of privacy within and without such so-called homes is especially hard on young girls entering womanhood. Hence so many of these girls can not and do not resist the allurements of vice. A judge in one of our cities, who had before him a girl who had offended, asked her how much she earned in the store where she was employed. She named a pitifully small stipend. "Why," said the judge, "no one can live on that!" "I know it, judge," said the girl, "and that's why I am here." She lived in a squalid room, in a tenement, and under pressure of hunger of body and soul went out to get some of the better things of life in the only way apparently possible to her. The effect on the morality of boys is much the same. Virtue and morality are practically impossible to people in overcrowded and unsanitary homes.

6. Juvenile court judges tell us that 90 per cent of the children that go into our children's courts come from homes in bad environment. The promiscuous life children lead in alleys and slums make them feel that property and personal rights are not important, and that the essential thing is to get what you can in any way you can, so that the cops don't get you. Manufacture reformatory agencies by the score, raise money for charities by the millions, place out individual children in private homes by the thousands, establish juvenile courts and probation offices in every city, form child hygiene societies in every community, organize anti-tuberculosis sanitariums and fresh air homes for the diseased, protect juveniles by child labor associations everywhere, have a place and a work for every other good child welfare agency; but if you neglect the home itself, the housing of the poor, their living conditions and environment, no more permanent results will accrue to society than would follow the effort to hold back the current of the Ohio with a kitchen broom.

7. The lives of the future men and women of America are of sufficient importance to have it made certain that they are not warped, and dwarfed, and demoralized by the kind of houses in which they live and the environment which surrounds them. We want the voter to vote for civic purity, civic righteousness, civic progress; but we are not going to get such a vote from the tenant of one or two-room dwellings in the slums. The only way to save the lives, the self-respect, the decency, the morality, and the righteous character of our citizens is to abolish the unsanitary holes in which we are now breeding and rearing three-fourths of the vagrants and criminals of America.

XIV.

INSTITUTIONAL CARE OF CHILDREN.

THE greatest problem confronting us in America, as it confronts every people in the civilized world, is how shall we conserve and train the children of today who are to be the active citizens of tomorrow? It demands attention from every intelligent citizen. It cannot be ignored. It must have definite consideration.

Parents too often fail to see the relation between the right doing of their children and the righteousness of the community. Good business men fail to comprehend the fact that neglected children are potential vagrants and criminals. High-class citizens will work earnestly and give cheerfully in behalf of the depressed of their own race, while remaining indifferent to the welfare of their neighbors of African descent. And there are some living trustees and managers of child-caring institutions who have not learned that the time is past when "anything is good enough for charity children."

There are about 3,000 Louisville children, white and black, in the public and private institutions of the city. They will be men and women, voting citizens, tomorrow. What will they be, physically, mentally, morally, when tomorrow comes? And what of the other hundreds and thousands who year after year will pass into and out of the child-caring institutions of Louisville? A small number of neglected, ill-trained, wrongly educated "charity children" may be the leaven of red socialism and Bolshevism for the Louisville of the next decade. The institutional care of such children must meet the needs of today or we shall become criminally liable for their future character and deeds.

Two things are certain. Preventive measures used now to lessen the tide of dependency, delinquency, and defectiveness flowing into charitable institutions will pay big social dividends tomorrow; and right conditions, care, education, and training for the present institutional population will develop more desirable citizens for coming days.

Louisville has two distinct groups of social workers. One is thoroughly alive, vigorous, and progressive, doing today's work cheerfully and facing the future hopefully. The other is conservative, doing today's work faithfully and conscientiously, but ever looking to the past for instruction and inspiration. It is fair to say that some of this class have never yet mentally entered the twentieth century. As child welfare workers they are 50 years behind the times in the buildings they occupy, the methods they employ, and the spirit they manifest.

It is not necessary to make criticism of our conservative friends personal. It would give offense to point out individuals or institutions as examples of conservatism. The constructive method is preferable. If existing ills can be mentioned and proper remedies indicated, without hurting the feelings of the responsible parties, changes for the better are much more likely to happen.

Let us then consider the conservatives as a class, and their work as a whole, offering suggestions to be applied only where the need appears; and permitting each one to make his own application. The matters that will bear improving are not confined to the smallest and poorest, but often were apparent in some of the largest and richest institutions in the entire list.

The most prominent defect noticed in Louisville's conservative institutions was the aloofness of their officers and workers. They lived in a world of their own. Apparently each thought his the only institution worthy of thought and attention; and his work, generally for the needy children of a single denomination, complete and perfect in itself. However old and imperfect the building, or however antiquated the methods employed, nobody outside of that religious body had reason for interest or right to criticize. One can only hope that some spiritual cyclone or earthquake may force these social snails out of their shells, and into the sunlight of modern ideas and ideals.

These conservative institutional people largely ignore, perhaps never have understood clearly modern methods of child welfare work. Case studies are seldom made of children offered for reception. Medical examinations are superficial and perfunctory. Mental diagnosis is considered a fad to be frowned upon. Detailed and systematic records are thought to be an unnecessary weariness to the flesh. Trained workers are likely to be opinionated and undesirable. Placing-out in families is simply allowing someone who brings a letter of recommendation to "take a child to raise." To state these things is to imply the modern requirements, demanded by both social workers and public sentiment.

Without "investigating" in any offensive way any of the conservative institutions visited in the course of this study, in the physical care of wards many things were seen that would bear improving. Eleven suggestive paragraphs are offered as a basis for some greatly needed changes. It is not supposed that every paragraph will apply to the deficiencies of even the most conservative institutions. Some will fit one, some another; all will fit somewhere in the list of institutions. They are drawn and adapted from the writer's latest book, *Child-placing in Families*, published by the Russell Sage Foundation:

1. **Dietary.** Every child-caring institution should have a well-arranged and varied dietary. Few are now giving sufficient attention to food values or to the necessity of building strong bodies. In some there is an excessive use of starchy foods, with nothing to balance them. The deepest ruts in some institutions lead from the kitchen to the dining room; that is, at all seasons, the same food takes the same track. We know of institutions that have "bean day; soup day; meat day; fish day," and so on, the year around. You know in the morning just what will be on the table that day at every meal; and it is a gastronomical crime against childhood to perpetuate such a system. Menus should not be established because they are easy for the cook, but should be arranged and rearranged for the benefit of the children.

2. **Dining Room.** Many institutions ought to improve their dining rooms and their equipment. They are imitating the orphanages of fifty years ago. The writer has seen within a few weeks long oilcloth-covered tables, with backless benches for seats, very poor and discreditable dishes and cutlery, no napkins, and a general air of desolation in the dining room itself, which was pervaded with a "stale institutional smell." Tablecloths and napkins have a distinct educational value, to say nothing of their need for decent service. Chairs should take the place of the rude benches, and cheerfully decorated walls should surround the transformed tables. As far as possible light and beauty should be utilized to make the youthful diners happy and promote the digestion of well-selected food.

3. **Milk Supply.** To disregard the sources of the institution's milk supply is to invite epidemics of typhoid, diphtheria, scarlet fever, sore throat, and bowel troubles, often involving deaths of both children and adults. When the cows, stables and farm hands are dirty; when pails and cans are not sterilized; when milk is left exposed to flies and filth; or when the cows are actually diseased, the milk becomes alive with bacteria, and sickness and death result. Every executive officer of an institution should know, not take it for granted, that none of these things is true in regard to the milk supply of the institution.

4. **Bathing Facilities.** Adequate bathing facilities include both an adequate number of tubs, supplied with hot and cold water and well-arranged showers. There is a physical and moral tonic in frequent baths. Many superintendents now favor the shower for all purposes except for the special soaking and scrubbing of newcomers, for the babies and littlest children, and the frail and delicate ones, all of whom must be aided by attendants. A few large institutions may be able to afford a bathing pool, but this is possible only to those financially favored.

5. **Toilet Articles.** Each child should have for his own exclusive use a number of toilet articles, including comb, hairbrush, toothbrush, toothpaste, soap, and towels. It is usual to keep these in the washroom. Each child should have a small case or compartment to hold them, marked with his name. Towels should not be hung so closely together as to touch, for if this happens the danger is almost as great as the use of a common towel, that former spreader of eye troubles and skin disease.

6. **Dormitories.** Formerly it was customary to have large rooms with from 20 to 100 beds in them for institutional children. This type of dormitories is not extinct in Louisville, nor in many other States. But the tendency of all progressive institutions is to have fewer children occupy the same sleeping room, thus promoting both modesty and healthfulness. Seldom should there be more than ten beds in a single room. The older children, the smaller the dormitory unit. Movable screens and curtains are used in some institutions to give a minimum of privacy to the larger children. Boys and girls in their "teens" should be given ~~each~~

individual rooms or cubicles, or rooms for three or four, never for two. Every possible means should be employed to avoid or prevent the wrong or precocious development of sex ideas.

It is very insanitary to crowd dormitories or smaller sleeping rooms. As a minimum each child should have about 50 square feet of floor space and not less than 500 cubic feet of air surrounding him in his sleeping quarters. The New York law requires 600 cubic feet of air for each inmate in a child-caring institution. Some dormitories, even in Louisville, have only small windows on a single side, with no cross ventilation. The ideal in this respect is reached in a few institutions where large windows on three sides provide unlimited ventilation. The use of exterior "sleeping porches" is also heartily commended.

7. Many foundling asylums throughout the United States have an average mortality among their inmates of over 55 per cent in the first year of life. The Louisville institutions have done much better than this, and should have credit for their excellent work, which ought to continue on the present high plane.

There is another way to care for dependent babies that is now used extensively in many States, and that produces even better results than the finest institutional care. In several States practically all such babies under one year old are boarded in selected private families, no more than two or three to be in the care of one woman at the same time. This plan gives individual care to every infant and prevents epidemics and the spread of bowel trouble and other diseases. The cost is no greater than good nursery care, averaging from \$3.00 to \$5.00 per week, according to age and condition. The society or institution arranging for such care of infants must supervise thoroughly by a trained nurse and an attending physician.

8. Clothing. The wearing of a uniform dress by the children has been abandoned by all up-to-date institutions. Fifty years ago it was a very common institutional practice. Nor should an institution use the scarcely more desirable plan of clothing the home group from a mass of donated stuff, assorted by sizes, and not belonging to anybody in particular. Clean and attractive clothing, not necessarily expensive, but definitely assigned to each child, so that it is his own, will help cultivate personality and self-reliance.

9. Cleanliness. The standard of cleanliness is that of the average private home. If this standard is maintained, the visitor will not meet at the door that "indescribable institutional smell" which is inseparably associated with the average orphanage of the old-fashioned type. And of course the mingled malodors of ill-kept lavatories, filthy kitchens, littered storerooms and neglected beds will be agreeably absent. Flies and mosquitoes, those personal torments of children and evil carriers of disease, will be killed or driven out of doors, and every door and window will be equipped with first-class screens. Cleanliness is the basal essential of health in an institution. Yet, as a word of caution, let it be remembered that even cleanliness may be carried to an extreme. There is a golden mean in home and personal cleanliness, as well as in matters of conduct and discipline. Boys and girls as well as older people may be made absolutely unhappy by too careful housekeeping, and the insistence upon order and exactness of condition. Really, the institution is for the benefit of the children, and the plant should be so used as to make them as happy and comfortable as possible.

10. Great emphasis is now being put upon prevocational and industrial training in all parts of the country. It is a necessity that all institutions for dependent and delinquent children, and in some degree those

caring for defective children, especially the morons and the physically crippled and deformed, heed this call of the age. Some measure of such training should be inaugurated in every institution or be made really accessible to all children ten years of age or older. Many of the leading institutions are sending their older wards out to special schools, business colleges, dressmaking establishments, and other manufactories to fit them for self-support as soon as they are old enough to go out and do for themselves. Some of the Louisville institutions need to "speed up" in this regard. A word to the wise is sufficient:

11. Records. Closely connected with all problems of admission, proper medical and psychological care, and the individual treatment of wards is the necessity for adequate records of institutional children. The importance of this matter can not be too emphatically stated, for present conditions are deplorable. Several Louisville child-caring institutions have no records worthy of the name. No institution does its duty by its wards that neglects to put down in black and white every essential matter connected with their institutional life. The records should also include, whenever it is possible, an outline of each child's family history, obtained before or at the time of reception. All legal or court action in regard to each child should be noted, and the disposition of the child when it leaves the institution should be clearly stated, with later notation based upon visits and correspondence, giving details concerning its welfare and location. To do these things for the child's sake is only decent and humane, and they may be very important in after years as relatives seek to trace the heirs of property, and for various civic and social reasons.

Suitable forms for such records can now be obtained at very moderate cost. The Department of Child-helping of the Russell Sage Foundation, New York City, will give advice and information on this matter without cost save postage. One of its publications, *Elements of Record-keeping for Child-helping Institutions*, by Georgia G. Ralph, is a real mine of information at small cost. The State, by its supervisory board or secretary, should devise and distribute to all child-caring institutions the necessary elements of record-keeping, sufficient to make possible regular and uniform reports and statistics from year to year.*

*Arranged from *Child-placing in Families*, W. H. Slingerland, A.M., D.D., Department of Child-helping, Russell Sage Foundation. New York, 1919.

SYSTEMATIC AND NON-POLITICAL PAROLE SYSTEM.

TWO of the institutions considered in this study are for the care and training of delinquent boys and girls, both white and colored. They are the Louisville Industrial School and the Kentucky Houses of Reform. The aggregate population of these institutions is nearly 1,000, and a number about equal to the resident inmates is conditionally outside of the institutions on parole.

At various times during this study, a number of interested and influential Kentucky people have questioned the writer on the proper basis, terms, and methods for parole work in such institutions. Numerous examples of apparently unwise and undeserved paroles have been cited as reasons for their desire to consider the subject, and to substantiate the claim that an improved parole system should be inaugurated and operated in the Industrial School and the Houses of Reform. It was declared that in many cases the personal friendship, social position, and political pull of applicants were the main factors in paroles; that no adequate method is employed to systematically record a boy's development and improvement, or the contrary, during residence in the institutions; that good conduct and character, and a proper preparation for a return to ordinary life, are not sufficiently emphasized as a basis for parole; and that the so-called supervision of hundreds of boys now out on parole is superficial and insufficient.

There are at least two sides to every such matter. Probably the officers and the boards of parole would be able to present more or less favorable showing from their standpoint. Possibly some of the defects mentioned are given an exaggerated emphasis, at least as regards the Louisville Industrial School. Yet that there are serious defects in the present system is evident, and acknowledged by some officials of both institutions. It therefore seems both proper and desirable to respond to the inquiries by a discussion of the subject.

There are almost as many "systems" of parole as there are Industrial Schools. Broadly speaking, however, they can be classified in two main groups—the training course system and the credit account system. The nominal basis in all of the best schools is the same—proper development for safe and satisfactory life outside. The systems are simply different methods used to work out and record this preparation.

Each system depends for its effectiveness more upon the personal influence and efficiency of the officers of the institution than upon any special elements in the plan itself. Any system is like a law on the statute books, a dead letter and useless unless backed by public opinion and enforced by responsible officials.

Two examples of the training course system are outlined in quotations from personal letters written by institution superintendents. The first is the system operated in the Industrial School for Girls, at Lancaster, Massachusetts, as outlined by superintendent Amy F. Everall:

"We do not use a marking or credit system in this institution, but parole a girl when she has finished her course of training, and when we feel that she is capable of going into the community.

"We have a receiving cottage where the girls stay the first three months they are in the institution. They are studied very carefully here, and classified. If a girl shows a lack of concentration and ability to do work alone, we place her in a cottage where our lowest mental grade girls are. This cottage has more officers than any other cottage we have, so that each girl can receive more individual attention. The girls in this cottage of low mentality take from two to three years to finish the course.

"Ordinary girls finish the course in from eighteen months to two years. Our brightest girls are put from the receiving cottage into the Honor Cottage, where the girls are self-governing.

"We lay great stress on our kitchen training. Each girl must know how to prepare a substantial meal before she leaves the institution. Girls who behave well and whose health does not prevent their going through the course, finish their kitchen training without interruption. Some girls dislike kitchen work, and do so poorly that they are taken out of the kitchen for several months until they are ready to go back and make good. Thus, you see it depends upon the girl herself (both on her mentality and conduct) as to how soon she is ready for parole.

"When each girl has finished her training in the cottage in which she has been placed, she is sent to our Parole Cottage, where she remains at least a month, and sometimes two or three months. In this cottage she is tried out, or is on probation. Here the girls have more freedom, greater privileges, and more responsibility. If the girls are not equal to it they usually will not be fit for parole. If they there prove that they are not prepared for community life, they are sent back to the cottage from which they came."

The other example of a training course system, which develops by wage earning and wise spending, is that of the Home School for Girls, at Sauk Center, Minnesota, as described by superintendent Fannie F. Morse:

"The only mark and credit system we have in the paroling of our girls is our monetary system. With us each girl is a citizen and a wage-earner. We have our own legal tender and no other money is recognized in the institution. At the end of every week each girl is paid a wage for services rendered the institution, the amount of wage being gauged by all the qualities which enter into competition in society. She is fined for misconduct, idleness, and like considerations which enter into the competitions of

everyday life, and her fines are deducted from her earnings. From her income the girl must clothe herself, and pay for her privileges, advantages and pleasures in the institution. Her capacity and conduct determine her standing. No girl has credit in the school until her conduct and efficiency are good. Because of this the psychological moment of the 'going out' of the girl coincides with the wage-earning system, since good conduct and ability to work will determine her balance of credit.

"We are finding this a system which has many points of contact. It is surprising how varied are its ramifications and how naturally it works out our problems. In fact, it has become our sole method of discipline. From an educational standpoint it is invaluable, and it is of great moral value in that the girl is made to feel that she must make return for what she receives. The system has been worked down to a very serious basis, and has become the foundation of our social life in the school."

Passing to the credit account system, the first example is that of the Industrial School for Boys, at Lansing, Michigan, as presented by Superintendent Joseph M. Frost:

"The boys' records are arrived at in the following manner: We ask for reports every three months as follows: From the teachers on the standing in the grades and the conduct in the schoolroom; from the cottage managers on the conduct of each boy in the cottage; from the department head or work line manager on the kind of work and conduct of each boy in their respective departments. The marks used are Excellent, Good, Fair, Poor, and Unsatisfactory. This method is not a very thorough one, as some things are overlooked that would not be overlooked in a regular institution credit system. At the same time a regular credit system has its difficulties, and some boys receive credits that they do not deserve.

"After a boy has been here one year and has a clean record, and the home conditions are such as to warrant it, he is paroled to his home. If his home conditions are poor he is paroled to some farmer or to some other person. If he has been here more than a year, but has a poor record, he is held back until such a time as his record is cleared up."

The second example of a credit account system is that of the Iowa Training School for Boys, at Eldora, Iowa, as presented by Superintendent W. L. Kuser:

"When a boy enters the school he begins with an open account and each day he does well he earns fifteen merits, credits, or good marks, and when he has six thousand of these earned he is eligible to parole. The merits for the day are divided as follows: five, deportment; five, school work; and five, good manual labor. When school is not in session ten merits are given for manual labor. When boys are in the hospital for more than one day they earn but five merits, those credited for deportment.

"When a boy commits an offense of any kind the first method of correction is, of course, counsel and advice, pointing out to the lad the mistake he made and how to avoid it in the future and why. If moral suasion, counsel and warnings do no good, the next step is probably the deprivation of a privilege. This is tried several times, perhaps, and if found ineffective the merit system is brought into use and a boy loses at rollcall in the evening five, ten, or perhaps fifteen merits. If a boy commits an

offense requiring more than a rollcall report, a written report is handed in by the officer in charge of the boy at the time the offense was committed, explaining fully the circumstances and facts and recommending the number of demerits to be given. The number of these demerits may be twenty-five, fifty, one hundred, two hundred, or more, according to the offense.

"The merit system works much as a checking account in a bank, where, for example, we say a man deposits so much each day, and when he has a balance of \$6,000, or, as we figure it with the boy here, six thousand merits, we conclude that he is able to go into business for himself under proper guidance and direction. Of course, if the account is checked upon and money drawn out as a boy may draw upon his merit account by being demerited, it will take him that much longer to acquire a balance of \$6,000. Of course, a boy may earn extra merits or bonuses by doing some extraordinary service, or being among the best in his department or in the school grade or by being a reporter for our school magazine, and in numerous other ways.

"When a boy has five thousand seven hundred merits to his credit he receives an order from his family manager so stating, and this is presented to the superintendent, who signs it and returns it to the boy. He then takes this to the tailor and shoemaker and is measured for release clothes and shoes. During the time he is earning the remaining three hundred of his merits, these articles are being manufactured in our tailoring and shoemaking departments, and when the boy is ready to go home they are issued to him. Of course our State Agent's Department has investigated, and if the boy has no home or if the home is unsuitable, a proper place has been found for him. When paroled he signs a parole agreement, which requires reports in writing, vouched for by his employer or parents, on the first and fifteenth of the month for three months, and on the first of the month thereafter until he has attained his majority, or until he has been excused from reporting.

"It might be advisable in preparing a merit system to make the maximum number required for parole greater than six thousand, with the thought in mind that extra merits or bonuses for extraordinary service would be more freely given. I have never seen a merit system perfect in its plan, but I am heartily in favor of such a system in schools of this character."

Some little study of Kentucky conditions and needs leads to the belief that the Eldora system, with some slight modifications, is best suited to fit the local situation. In Iowa the "parole agreement," and supervision by correspondence mainly, have proved insufficient; and at a recent visit to the school the writer at Superintendent Kuser's request made a special appeal to the State Board of Control for additional "State Agents" or parole officers, so that the supervision can be made personal and effective. In other respects the plan is the most definite, workable and satisfactory of any now available.

There are a number of rather well defined ideas, principles and conditions that form the proper basis of parole and its practical application by institutions. In what follows the writer has

drawn freely, and chiefly without direct quotation, from the writings of experts in this field, especially from letters of Dr. Hastings H. Hart, of New York City.

1. Under our modern legislation in behalf of delinquent children, the child is recognized not as a criminal or an enemy to society, but as a ward of the community or the State, to be educated, trained and developed in such ways that he may become an honest, efficient and producing citizen, rather than a vicious, or criminal, or pauperized member of society. Commitment to an Industrial School is not a punishment, but a preventive measure, which to accomplish its purpose should result in special training of body, mind, morals and will.

2. It is now generally recognized that the work of the juvenile reformatory is strictly educational in type, designed to fit the child for normal life in society; and that the institutional treatment of the child should continue only until that purpose is accomplished. It is evident that the varying characters, dispositions, aptitudes, and mentalities found in a large group of children committed by the courts, preclude the possibility of setting a time limit for the above work that will fit all classes.

3. In deciding whether the time has come to send any child out of the institution on parole, the sole questions to be answered are: "Has this child acquired such training, education and character that there is good reason to anticipate his 'making good' if released on parole? Is he, if now released, likely to become a worthy, productive, self-supporting citizen?" When these questions can be answered in the affirmative the training work of the institution is happily completed.

4. Since the matter to be determined is that of personal development and the attainment of character, it becomes evident at once that it is entirely improper to decide on any grounds of favor, influence, or "pull." Parole boards and institution officers who fail to see this, and yield to exterior pressure, stultify their positions, injure the child concerned, and do a serious wrong to society at large.

5. In many institutions it is common practice to consider letters written by the mayor, or a clergyman, or some other influential citizen, or to entertain petitions signed by a list of individuals no one of whom has the slightest knowledge as to the propriety of the request. It is also common to allow the mother to come before the board or superintendent and weep, and explain how she needs the assistance of the boy at home. *All of these practices are inconsistent with the end in view—the*

making of a man. Unless the child has so developed that those in charge believe it safe for him and for society to permit him to go, the parole should be delayed.

6. In some institutions a boy can earn credits and increase his prospect of speedy release by acting the part of a spy or "stool pigeon," and tattling upon his companions. Such administration is beneath contempt.

7. While the outward conduct of the boy in the school affords considerable evidence as to his character, it is by no means conclusive. A boy may comply strictly with all the rules, and at the same time be a hypocrite, a liar, and an unrepentant scamp. On the other hand he may be heedless, reckless, and impulsive, and may repeatedly break the rules, without being innately vicious. Such cases occur constantly in family life and in the public school. Any test of character must go below the surface, must include more than the record of the boy's external conduct.

8. Only trained and experienced institution officers and teachers, of high moral character and real social vision, closely associated with the boy for a considerable length of time, are fitted to judge of his character and fitness for parole. In most cases there should be the combined testimony of all such officials with whom the boy associates, as the basis for recommendations of the executive officer, or his action if he grants the parole.

If the carefully prepared testimony and recommendations of an institution's teachers and officers have no weight with the board of parole, something is wrong. Either the teachers and officers are so inferior in ability and character that they should be replaced at once, by a better grade of workers, or the board is yielding to "pull," giving undue place to friendliness, or is "playing politics." Every honest board will seriously consider the testimony and recommendations of efficient teachers and officers.

9. Before any boy is sent out a place must be provided for him in a normal family home. It is the duty of the institution first to ascertain whether his own home is a fit and suitable place for him. If it is not, he should not return to it. After the Industrial School, through associates, has brought the boy up to a point where he is well disposed and wants to go straight, it is both foolish and cruel to throw him back into the same conditions and under the same influences which led to his original commitment, and then to condemn him as a repeater because he is unable to stand against these influences. If the natural home is unfit, he must be found another and a better one.

On the other hand, if his natural home is a good and suitable place, he is entitled on attaining parole to reception there, and to the support and assistance of family and friends. It is right that they should co-operate to the extent of their ability in his further improvement.

10. If a foster home is a necessity, one should be found where he can be under kindly and helpful influences, and where he can either attend a good school or have proper employment. In former years it was quite generally assumed that the proper place for the paroled boy was on a farm. We now realize that only a minor fraction of our Industrial School boys are adapted to farm life. It is desirable to consult the natural preferences of the boy and consider his aptitudes and acquirements in the mechanical and industrial departments of the school, before seeking a home for him. Then arrange for him in the best possible way consistent with his being placed in a proper environment.

11. After the boy is located, whether in his own or in a foster home, the duty of supervision rests upon the institution. Adequate supervision is absolutely indispensable in order that the boy and the State may reap the benefit of the work that has been done in the reformatory. Neglect or failure at this point means more than mere waste of time, money, and efforts; they mean lives dropped into currents probably strong enough to bear them away to destruction.

12. The ultimate success of real reformatory work in such schools depends chiefly upon the character, fitness and interest of the parole officer. This official must be a man or woman of devotion, fidelity, patience, wisdom, and tact; a believer in the possibilities of the boy; and one skillful in inspiring and developing the boy's best impulses and abilities. Except perhaps the superintendent, no other official of the school should be selected with as much care as the parole officer, who is the real key to institutional success.

13. It is not sufficient that the paroled boy and his people and his employer report to the parole officer in writing. It is indispensable that personal visits shall be made from time to time in order to know the actual condition of the boy, and in order that he may realize that a personal interest in him is being maintained. It is necessary also that the parole officer shall be ready at all times to respond to a hurry call in case of need. When a boy gets into trouble, or when he is dissatisfied and is at the point of eloping from his home or from his foster home, the prompt appearance of the parole officer in many cases will *set the crisis* and save the situation.

14. The parole officer must not be overloaded with work. If too many boys are assigned to him his supervision becomes superficial and ineffective. Dr. Hastings H. Hart says: "In the past it was the practice to assign to a single parole officer the responsible supervision of 200 to 300 boys, scattered over a wide area. It is utterly impossible for any parole officer to do justice to such a number. The maximum number of boys to be assigned to one parole officer should not exceed 75, and many contend that 50 paroled boys are as many as should be assigned to any single officer." The Louisville Industrial School now has fully 450 boys on parole, and employs only two field agents to watch over them. According to Dr. Hart it should have at least six parole officers for 450 boys.

15. We most earnestly recommend that the parole work of this institution, the Louisville Industrial School, be carried on according to the ideas and principles expressed in the foregoing paragraphs, and that a wise and tactful parole officer be employed for every 100 boys on parole. The same recommendation is made in regard to the parole work of the Kentucky Houses of Reform.

XVI.

SUPERVISION OF CHILD WELFARE WORK

The need of supervision has been brought out repeatedly in the foregoing discussions, but supervision is a rather indefinite term to many minds and means different things to different people. Therefore it should be defined and outlined, so that at least as related to this study and its recommendations there will be harmony of thought and action.

Supervision means watch care or oversight, and, as applied to child welfare work and child-caring institutions, that official observation and regulation of individuals and organizations intended to insure and if necessary compel right and proper action and conditions.

Two types of supervision are essential to efficient and satisfactory child welfare work—that over child-caring agencies and institutions by a proper State authority, and of children and homes by organizations that do child-placing in families. The attention of the people of Louisville should be definitely called to the importance of right supervision of both State and institutional types.

Kentucky has very little State supervision of its child-caring agencies and institutions. There are certain observations in regard to sanitation and such matters possible to the State and local boards of health. There are visits by "inspectors" to institutions receiving State subsidies or other funds, to ascertain whether or not those funds are properly spent. But of systematic supervision, with power and authority to correct abuses, right wrongs, and improve conditions, there is none. Up to the present time Kentucky may be said to have omitted entirely any definite effort by a central State authority to guide, control, and improve the child-caring work of its people.

Adequate State supervision of this work and its agencies and institutions is very important. Properly constituted and authoritative supervision, nonpartisan and nonsectarian, is the greatest exterior force that can be applied to organized child caring work to improve its quality and lead to its standardization. If tactfully conducted under statutory powers, it will greatly stimulate progress, improve methods, and better conditions in all child welfare organizations.

The State of Kentucky cannot do its duty by the people of the commonwealth if it fails to adequately supervise the agencies *and institutions* that it has incorporated, and which, under private *management*, are caring for a majority of its dependent chil-

dren, and some of its delinquents. City, County, and State institutions for children require equally wise and thorough supervision. It is conceded that large and definite betterment of institutional conditions, and rapid standardizing of institutional care, can be expected only when there is proper and intensified State supervision by well qualified agents, acting under clear and definite laws. Therefore a central supervisory body should be created by statute, and systematic nonpartisan and non-sectarian supervision set to work throughout the commonwealth.

There are four principal methods or systems of administration in operation in the various States that now exercise more or less supervision over organized child welfare work. First, the State Board of Charities system, the oldest in form, and now operated nominally or actually in 24 States and the District of Columbia. Second, the State Board of Control system, in operation more or less effectively in 16 States. Third, the State Commissioner of Charities system, in operation in two States. Fourth, the Director of Public Welfare system, adopted two years ago by the State of Illinois.

A fifth system, supervision by a nonpartisan Child Welfare Commission, which consists of an uncompensated board of selected citizens, with an expert salaried secretary and subordinates, has just been established by the State of Oregon. This new system is free from some defects of older forms of supervision, and may solve some problems heretofore without solution.

The main purpose of State supervision of organized child welfare work is not to follow up a few dollars raised by taxation, although to insure the right use of public funds is one of its functions; its chief duty is not even the enforcement of mandatory requirements of the law, although that is another function of supervision; but the principal work of right supervision is to secure the welfare of the thousands of immature citizens who are handled by the agencies or are held in continued care by the institutions, but who are always and everywhere the wards of the commonwealth.

The duties of the supervising board, where fully operative under sanctions of law, include wise counsel on problems of finance and administration; expert advice on the location, types, and best architectural plans for buildings; aid in arranging medical, surgical, and psychological clinics for the sick or the defectives; formulation and distribution of scientific menus and dietaries for all sorts of children; enforcement of methods of physical care that will promote health and right development.

arrangements for systematic recreation of unobjectionable character; promotion of right academic education and prevocational training; wise oversight of moral conditions within institutions; and control of matters of environment, as well as obedience to the requirements of the State laws. There is an immense field for such State supervision, with proper agents selected on the basis of social and scientific training, and representing both the authority of the Commonwealth and the best ideas of modern social service. The State of Kentucky will be derelict in its duty if it fails to provide an adequate system for the careful supervision of organized child welfare work.

Put into outline form, the systems of supervision most efficient are those that closely approach the requirements indicated in the following paragraphs:

1. Proper power and authority must be vested by legislative action in a suitable central board or department.
2. The board and its working force should be absolutely non-partisan and non-sectarian.
3. Its entire service should be impartially administered, whether relating to public or to private institutions.
4. Only trained or experienced agents of high quality should be employed; all should be chosen on the basis of merit and fitness.
5. The State should make regular and liberal appropriations for its support.
6. It should have authority over all sorts of child-caring institutions, whether supported or aided by public funds or wholly dependent upon private benevolence.
7. It should control the establishment of new institutions, by requirements in regard to charters and articles of incorporation, and investigations in regard to the need of the proposed service, the character and standing of the incorporators, the probability of permanence, etc.
8. It should have power to compel the rectification of any neglect or abuses of children in institutions, proper supervision by agencies or institutions of children placed out in families, and right to transfer any children improperly located or placed.
9. It should establish minimum standards of child care, both physical and administrative, and require the keeping of systematic records of all children, service, and finance.
10. It should grant certificates of approval annually, after careful inspection, to all approved agencies and institutions.
11. It should wisely and tactfully enforce all laws relating to the children served, but this work should be secondary to efforts to improve the service rendered to the children and to secure their welfare.
12. It should make formal reports to each successive legislature on child welfare conditions, the work of the department, and the changes and improvements recommended in child-caring institutions, and the State laws governing their work. These reports should be printed at State expense, for use in the Legislature and for distribution to the child-caring institutions and all interested citizens of the State.*

*Condensed and arranged from *Child-placing in Families*, op. cit.

The supervision of children placed-out in families, whether by child-placing agencies or by institutions for continued care at the close of their period of service, is tremendously important. Neglect or omission at this point is like failure to feed stock that is penned up for fattening, the longer it stays in the pen the thinner it gets, till it finally dies of starvation. So placing-out without supervision is productive of such negative results that the children served are injured and ruined, the method is made disreputable, and the organizations so operating ultimately must discontinue child-placing for lack of children and of decent homes in which to locate them.

It is a demonstrated fact that no agency or institution can do its duty by the children it has placed-out, and for whom it is responsible, without adequate personal inspection and study of them after placement, and clear and definite knowledge of the homes in which they are located. Letters from various persons, and reports from interested friends are valuable, but nothing can take the place of personal visits from trained agents, unannounced and unexpected.

Child-placing in families has three principal forms or types: (1) The use of free homes, where children are placed for permanent care and often for full legal adoption; (2) the use of boarding homes, where children are placed for temporary care, the cost of board being paid or guaranteed by the placing-out agency; (3) the use of working or wage homes, where large boys or girls are placed, under arrangement for their services to pay some or all of the cost of their care, and possibly school privileges or wages in addition, the agency or institution not dissolving its guardianship relations and retaining the right of supervision.

The special features of supervision for children placed in free homes already have been treated in the section on the Kentucky Children's Home Society, and what constitutes adequate supervision for children so placed is there clearly indicated.

Children placed in boarding homes require closer personal supervision, the conditions always being similar to those of the first six months after the placement of a child in a free home. The Boston Children's Aid Society, using mainly boarding homes, visits its wards four or five times a year, and employs a visiting agent for every 45 children. As boarding out work is recommended for Louisville, this fact should be duly noted.

In agencies that use both free and boarding homes for younger children it is the general practice to visit the boarding homes more frequently than the free homes. Eastern agencies that do a large boarding-out work put boys and girls under increased

observation when they reach the age where they can begin self-support, and a change is made from boarding to free or working homes, because of the danger of exploitation and the problems of adolescence. Placed-out babies, whether in free or boarding homes, require special and more frequent supervision than any other age or class.

In addition to what is stated in the report on the Kentucky Children's Home Society, and in restatement of the essentials of supervision by agencies and institutions, the following paragraphs are given to outline adequate supervision:

1. Proper supervision calls for intimate and continuous oversight sufficient to secure the welfare and happiness of the children and homes under care, so far as their mutual relations are concerned.

2. The more careful the original selection of families and the fitting in of the right children are done, the less frequent are the necessary personal visits for after supervision.

3. Personal supervisory visits are always necessary, and can never be superseded by correspondence or reports, no matter how satisfactory.

4. In event of any adverse rumor or suspicion drawn from reports, a personal visit by a trained and experienced agent should be made without delay.

5. Even in societies and institutions where the main part of the placements are in free homes, and supposedly permanent, not more than 100 children can be adequately supervised by a single agent. The only exception to this is where field agents use automobiles, and the visitation possibilities are thus more than doubled, making one agent able to supervise 200 or more children.

6. In organizations that place mainly in free and permanent homes it should be required that children be visited several times in the first six months, and at least once a year thereafter. Children in boarding and working homes should be visited at short intervals, probably not less than four times a year.

7. Training, experience, and continued service on the same field are indispensable to the best success of visiting agents.

8. It is recommended that the points and principles elaborated in the report on the Kentucky Children's Home Society be made the basis by visiting agents for judgment concerning the quality of foster homes and the condition of placed-out children. The plan is new, and, so far as the writer is aware, is the only set of written rules for the determination of qualities in placing-out work. It is intended to be for the field agent what the square is to the carpenter or the scale is to the merchant.*

*Condensed and arranged from *Child-placing in Families*. op. cit.

XVII.

ANCIENT LAWS AND MODERN METHODS.

Four hundred years ago our English forebears were accustomed to practically enslave orphans and other dependent children, for work in factories and other industrial service. In 1562 national sanction was given to an apprentice system amounting to child slavery, an evil not fully corrected in England until less than a century ago. This indenture system came to America with the early colonists. It was established first in Massachusetts and Virginia, and spread to other and later colonies, and to new States after the Revolution. The law and practice of apprenticeship for homeless and dependent children probably came to Kentucky before the close of the eighteenth century.

It was a matter for real surprise to find in the 1915 edition of the Kentucky Statutes a section of seventeen paragraphs dealing with the court jurisdiction and personal rights and obligations of Master and Apprentice. (Kentucky Statutes, 1915, Chapter 84, Article I, paragraphs 2591-2606). The apprenticing of children under this law is probably almost unknown in the cities, and seldom practiced in the rural counties. Yet the law is on the statute books, is still valid and applicable, and can be invoked by the citizens of the State, if any are so disposed, to enslave homeless and destitute children. Such practice is not approvable under modern ideas, and the Master and Apprentice statute should be annulled as soon as possible.

Some provisions of the law are interesting. The county courts "have jurisdiction to bind out infant children." "Any orphan may be bound out as an apprentice by its guardian." "The term of every such apprenticeship shall be until the minor attains the age of twenty-one years if a boy, or eighteen years, if a girl." It is forbidden to remove an apprentice child from the State, and the term of service or any part of it shall not be sold to any other person. "If an apprentice shall desert his master, he shall be liable to such master for all damages sustained by such desertion." A penalty is imposed upon anyone who shall "entice away an apprentice from his master," a fine of three dollars a day being assessed for "every day the apprentice shall remain out of the service of the master." Runaways shall be apprehended and taken before the county court, and then may be returned to the master, or committed "to the county jail, there to remain not more than twenty days, if not sooner discharged by the master." "The servitude of an apprentice shall cease at the death of the master."

The attention of Louisville social workers is called to this ancient statute, with its provisions so out of tune with twentieth century ideas and methods, in the hope that appeal will be made to the Legislature of 1920 to blot it out entirely as a child slavery law inconsistent with modern ideals.

The statutes creating the "Juvenile Sessions of the County Courts" and defining their functions, are of course modern as compared to the "Master and Apprentice" laws. In themselves they are less objectionable for what they contain than for what they omit. They should be redrafted and perfected, using as patterns some of the best and latest Juvenile Court laws, which reflect recent developments and progressive practice.

It is evident from matters mentioned in preceding sections, especially the one on the Kentucky Children's Home Society, that there are imperfections in Kentucky Juvenile Court work that should be corrected, and deficiencies calling for additions to present requirements. A few of these should be noted without mentioning either persons or locations.

1. Case Work. The Juvenile Court law contemplates "thorough investigation, not only into the nature of the specific act complained of, but into any and all circumstances surrounding the child which may, in any way, throw light upon the future care and guidance which should be given it." Such very desirable case study is, in nearly all the rural counties, sadly neglected; and even in the cities is often perfunctorily done by probation officers who are inexperienced and lacking in social vision.

Rural Juvenile Courts are compelled to depend on Volunteer service. The law gives the judges "authority to appoint or designate one or more discrete persons of good moral character to serve as volunteer probation officers during the pleasure of the court without any compensation whatever." Such assistance was satisfactory in the early days of the Juvenile Court, and still may be made useful as an adjunct to paid service, but is utterly inadequate taken alone in these days of social diagnosis, physical and mental examinations, and other modern methods. Some way should be found to provide skilled and efficient probation officers for even the rural counties.

Cities of the first and second class have paid probation officers, and larger possibilities of good case work. The main difficulty in the cities is the failure to obtain the right sort of probation officers.

2. Data for Institutions. It has been shown that failure to do good case work, and then to pass on transcripts to institutions to which children are assigned, handicaps such institutions in their *care and training* of the children. Essential facts and data should *companion* the child in every case.

One explanation of the failure or refusal of the courts in rural regions to send proper data with the children assigned to institutions or of city probation officers to provide such material, is a misconstruction of one paragraph of the law, which reads: "No probation officer shall divulge or communicate to any person other than the court * * * any fact or information obtained pursuant to the discharge of his duties, nor shall any record of any proceedings be made public, except by leave of the judge of the county court." This has been interpreted in some cases to mean that no information whatever should be given concerning a child, its relatives, its former home, its schooling, its environment, or its personal habits, desires, characteristics, or possibilities. It is evident that by court agreement proper forms may be filled out that will violate no court proprieties and reveal no court secrets, but will provide essential and helpful data to agencies or institutions receiving committed children.

3. **Political Appointments.** In some of the cities of Kentucky the old political motto, "to the victors belong the spoils," is still the basis of action even in Juvenile Court appointments. The judges are elected, but many of them must pay for support by awarding positions to their friends, or "friends of their friends." If there is a place on earth that should be free from such exploitation it is a court of justice, and of all courts those dealing with helpless immature citizens. Yet one judge is reported as saying in deep disgust: "Why, they are unwilling to even let me choose a spittoon for my court room!" Probation officers appointed under political pressure of this kind cannot be expected to measure up to the requirements of their positions. Take the whole matter out of politics, and require judges to choose probation officers only on the basis of merit and fitness.

4. **Qualified Workers.** The New York Manual for Probation Officers (page 26) states the necessities along this line tersely and suggestively: "It is extremely important that only those be appointed as probation officers who are properly qualified for this difficult and responsible position. In general, persons undertaking this work should have had some experience in charitable or social work. * * * Probation officers should be of unquestioned character, of sound judgment of men and affairs, sincerely interested in helping others, and able to influence others by example and moral suasion. While humanitarian sympathy is essential, decision, firmness, and good judgment are equally necessary. Those appointed should also be tactful, well informed and resourceful."

5. **Thorough Examinations.** Juvenile Courts should provide careful physical and mental examinations of all committed children, and possibly some others. Failure to give thorough physical examinations may spread contagious diseases, of even the worst constitutional type, among the innocent inmates of institutions, or endanger the members of related families. Psychological tests to determine relative mental age and capacity are a modern necessity. Former practice, indeed, present practice in a majority of the counties of the State, without mental tests, has led to the assignment of hundreds of children to child-placing agencies and child-caring institutions, who should have been committed to the State Institution for Feeble-minded. It is a social crime in these days to neglect these essentials of modern diagnosis.

6. **Child-placing by Courts.** Juvenile Court laws throughout the country usually confer placing-out powers on the Juvenile Court, but most juvenile courts have wisely refrained from using that power. It is quite generally believed that juvenile courts can obtain better results in child-placing work by co-operating with well established private placing-out agencies.

What was said to the people of Oregon in 1918, may appropriately have consideration by the people of Kentucky in 1919:

"Most juvenile courts are already overloaded with work, and have more than the judge and his probation officers can properly accomplish. To take on also the function of child-placing means usually that the work must be done hastily and imperfectly; often by officers unqualified or at least inexperienced in this branch of social service. The ordinary probation officer is untrained in these matters; and lacks both technical knowledge and social vision. This work of child-placing is too technical and too important to be rashly intrusted to any but the highest type of social workers.

"To put plainly the convictions of many prominent child welfare workers we must say: When a Juvenile Court becomes its own placing-out agency it unwisely mixes judicial with administrative functions, and substitutes a temporary arrangement within its own offices for the work of a permanently established organization. Owing to ordinary party affiliations, it opens the way for political pull to endanger the quality of the work done. In placements for adoption and permanent care the court agency is likely to locate children in too close contiguity to unworthy parents, other interfering relatives, or former friends of the family. Or if *placements are made at a distance, nine times in ten the visiting*

force will be too small or too ignorant of social necessities to give the placed-out child and the home proper supervision; the result being abused children, exploited boys and girls old enough to work, and infants carelessly located in unfit homes for life. Adequate and continuous supervisory service through a term of years, a matter absolutely essential to success in child-placing, cannot be given by probation officers of juvenile courts where each appointee is usually the recipient of his or her place as a reward for political activity, and at longest can expect to hold a position only for a year or two.

"Juvenile courts and their probation officers, being political appointees who must serve their constituencies to make good their promises, and who must arrange their methods and work to hold influence and retain popularity, find it difficult to do child-placing work in an impartial and unprejudiced way, to conserve the interests of all concerned. Practically all of these objections are met when the court declines to constitute itself a placing-out organization, and assigns all children needing such care to well-organized, permanently established, and State approved agencies not directly connected with the court."*

*Child Welfare Work in Oregon, by W. H. Slingerland. Published by the State Child Welfare Commission, Salem, Ore., 1918.

XVIII.

NEED FOR NEW LEGISLATION.

The facts presented in the foregoing reports, and the various suggestions and recommendations made in the discussions that follow, all indicate the need of additional child welfare laws to meet the present situation. Some of the most pressing and important matters can be covered by a single statute, and by request, a bill has been drafted for consideration by the people of the State, and especially by the members of the coming General Assembly.

This bill, in the main, is new matter, and is not to take the place of any essential laws now on the statute books of the Commonwealth. In a very few instances there may be a slight conflict with existing laws, but generally where this bill touches the same subjects it is to clearly designate proceedings and relations under present statutes, and not to antagonize or replace them with other and different procedures.

For instance, the field of the "Juvenile Sessions of the County Courts" is touched by paragraphs on commitments and other matters; but commitments are already authorized and recognized by present statutes, and the purpose of inclusion here is to define a system of court work and commitments in relation to dependent and delinquent children.

Guardianship of children is already recognized by existing statutes; but here it is brought out clearly in relation to guardianship of the persons of children committed to child-caring institutions, as distinct from guardianship of both persons and property in ordinary cases.

The adoption of children is provided for in present laws, and this relation is to be secured through court process; but this bill defines and arranges many details of the process in regard to dependent children, and puts certain definite requirements upon agencies and institutions presenting wards for adoption. In a similar manner some other existing statutes are the basis for more detailed arrangements and proceedings in the new bill; but all are presented because long personal experience and the customs of the most progressive States require such action as the bill designates.

The larger part of the present bill, however, is entirely new matter, not previously legislated upon in Kentucky, but following the lines of like provisions in a number of the most progressive States. Similar bills prepared by the writer and covering essentially the same ground, but adapted in details to the needs and

laws of the other Commonwealths, were enacted into laws by the State of Wyoming in 1915, by the State of Tennessee in 1917, and by the State of Oregon in February, 1919.

The main body of the bill is devoted to methods of procedure in the organization and State approval of private child-caring agencies and institutions; the definition and regulation of commercial maternity homes; the control and regulation of child-placing in families; the establishment and duties of a central State body for the adequate control and supervision of child welfare work; and requirements for systematic and satisfactory records and annual reports of child-caring agencies and institutions.

The State of Kentucky never has had proper and adequate control of agencies and institutions for the care and training of dependent and delinquent children. This bill provides for it on an absolutely non-partisan and non-sectarian basis. If the provisions of the bill are followed, an efficient central State body will be formed that will be as free from pull, pressure, and political obligations, as any other related nine citizens of the Commonwealth.

The plan calls for one of nine members of a State Child Welfare Commission to be appointed by the State Bar Association; one by the President of the State University; one by the State Superintendent of Public Instruction; one by the President of the State Medical Association; one by the President of the Kentucky Conference of Social Work; one by the President of the State Federation of Women's Clubs, and three members at large by the Governor of the State. The State Child Welfare Commission is to serve without compensation, but is to select as its executive officer a trained social worker, who shall be salaried, and with proper subordinates give his or her entire time to this important service.

The entire bill speaks for itself as an effort to systematize, improve and modernize the work and customs of Kentucky in regard to the care and training of dependent, neglected and delinquent children. Those who have read it in typewritten form have expressed themselves as believing its enactment into law would be a very important advance movement for the Commonwealth.

The writer is greatly indebted to the Honorable Huston Quin, Judge of the State Court of Appeals, for wise counsel and assistance in formulating parts of the bill, whose plan and purpose he cordially endorses; to Dr. Hastings H. Hart, of New York City, for criticisms, corrections and textual revisions; to Mr. George L. Sehon, Mr. Elwood Street, and other experienced social workers of Louisville for illuminating suggestions and aid on import

paragraphs; and to the Honorable Henry S. Barker, of Louisville, a former President of the State University, who was for eight years a Judge of the State Court of Appeals, and for two years Chief Justice of Kentucky, for many hours of study given to the bill and for special advice and assistance in its preparation. At the conclusion of our work, Judge Barker dictated the following paragraph as an indication of his personal opinion of the proposed statute:

"I believe that the bill is aptly drawn; that it covers many important essentials of child welfare work; that it is necessary for the proper administration of the courts and of the agencies and institutions of this Commonwealth; and that its enactment into law would be a really desirable and progressive step for the State of Kentucky."

To the members of the Community Council, the Welfare League, and the other related organizations of Louisville, the writer returns grateful thanks for special help and cordial cooperation in this study; and for the gracious kindness extended to a stranger in the city. If the child welfare diagnosis here presented aids in progress and improvement, its object will be accomplished and its author well repaid for his labors in Louisville.

XIX.

A GENERAL CHILD WELFARE BILL.

AN ACT for the care, protection, and disposition of dependent, neglected, and delinquent children; defining child dependency and delinquency; providing for court commitments and guardianship of the persons of dependent and delinquent children; authorizing private agencies and institutions for the care of children of these classes; arranging consent to their adoption; regulating child-placing in families; defining and regulating lying-in homes; and providing for State supervision, records and reports for such child welfare work.

Be it enacted by the General Assembly of the Commonwealth of Kentucky:

Section 1. Child dependency shall be defined as follows:

Sub-section 1. Persons of either sex, boys under the age of 17 years, or girls under the age of 18 years, who for any reason are destitute, homeless, or abandoned; or are dependent upon the public for support; or have not parental care or guardianship; or who are found begging or gathering alms; or are found living with any vicious or disreputable persons; or whose home by reason of neglect, cruelty, drunkenness, or depravity on the part of parents, guardians, or other persons in whose care they may be, is an unfit place for such children; and any persons under 14 years of age who are found peddling or selling any article, except as permitted under special child labor regulations; or persons under 14 years of age who are found playing musical instruments upon the street to induce the giving of gratuities, or who accompany or are used in aid of adult persons in so doing, shall be classed as dependent children.

Sub-section 2. Persons of either sex, boys under 17 years of age, or girls under 18 years of age, whose parents or guardians neglect or wilfully fail to provide for them; or allow them to have vicious associates; or visit vicious places; or fail to exercise proper parental discipline and control over them; or whose parents or guardian neglect or refuse, when able to do so, to provide medical, surgical or other remedial care necessary for their health or well being; or, when such children are so defective in mind as to require the custodial care and training of the State Institution for Feeble-minded, neglect and refuse to make application for their admission to said institution, shall be classed as neglected children. It shall be the duty of court and other officers charged with the duty of looking after neglected and dependent children

to labor with the parents or guardians of such children, and if possible induce them to perform their neglected duties. In event of the failure of such efforts, neglected children shall be classed as dependents.

Section 2. Child delinquency within the meaning of this act shall be defined as follows: Persons of either sex, boys under 17 years of age, or girls under 18 years of age, who violate any law of the State, or any city or village ordinance relating to personal conduct or morality; or are incorrigible; or are persistently truant from school; or associate with criminals or reputed criminals; or are growing up in idleness and crime; or are found residing in any disorderly house, bawdy house, or house of ill-fame; or are guilty of immoral conduct; or visit, patronize, or are found frequenting any gaming house or any place where any gaming device is or shall be operated; are hereby classed as delinquent children; and shall be subject to the legal relations and provisions of the Juvenile Court law and other laws for the care and control of delinquents; **provided, however**, that so far as possible all children under 14 years of age accused of any of the above delinquencies, until a court hearing takes place, shall be regarded as neglected or dependent children, although on petition of one or more citizens they may be detained within the jurisdiction of the court for their own and the community's welfare; and that none shall be legally declared delinquent until their cases have been passed upon and an appropriate order entered therefor by a court of competent jurisdiction.

Section 3. Commitments by competent courts of the State under regular procedure as required by law, shall be as follows:

Sub-section 1. Courts of competent jurisdiction upon proceedings as provided by law, shall commit dependent or delinquent children to appropriate State and county institutions, or to suitable private child-caring agencies, societies, or institutions, that are duly and properly licensed as hereinafter provided. Such commitments of the courts shall be of two kinds or grades, temporary or permanent; and each court order shall definitely specify to which kind or grade the commitment belongs.

Sub-section 2. Temporary commitments shall be made when the court for good and sufficient reasons decides that final adjudication of the case must be delayed, or that the child or children involved can reasonably be expected to return soon to ordinary home conditions in their own families; and in temporary orders of commitment guardianship of the persons of the children *shall remain with the committing court*, which shall be responsible

for arrangements for their care until finally disposed of, and children under such orders may be recalled by the court for further action at any time.

Sub-section 3. Permanent commitments of dependent or delinquent children shall include guardianship of the persons of such children; and the State or county officials or other persons charged with the control and management of the public institutions to which the commitments are made; or the responsible trustees, managers, or officers of the private agencies, societies, or institutions to which the children are thus assigned, shall be accountable for the personal welfare, guidance, and supervision of such wards during their minority, or until they are brought into court by a new petition and are otherwise disposed of by subsequent orders of courts of competent jurisdiction.

Sub-section 4. No children shall be committed to any private child-caring agency, society or institution, unless the same be duly incorporated under the laws of the State, as provided by statute, and unless the corporations shall be duly licensed for that purpose as hereinafter provided.

Section 4. Adequate supervision of child welfare work in this State shall be secured by the following provisions:

Sub-section 1. There shall be a State Child Welfare Commission consisting of nine (9) members, with full powers to carry out the provisions of this act, and constituted as follows:

(1) One member of the Commission shall be a lawyer, to be selected at the beginning of each biennial period by the President of the State Bar Association; and such appointee shall have special knowledge of the text and enforcement of laws relating to children.

(2) One member of the Commission shall be a member of the faculty of the State University of Kentucky, to be selected at the beginning of each biennial period by the President of the University; and such appointee shall be an expert in psychology or sociology.

(3) One member of the Commission shall be a highly qualified educator, to be selected at the beginning of each biennial period by the State Superintendent of Public Instruction; and such appointee shall be fitted to give special attention to the proper schooling of dependent, delinquent, and defective children.

(4) One member of the Commission shall be a physician to be selected at the beginning of each biennial period by the President of the State Medical Association; and such appointee shall be specially qualified in child hygiene or children's diseases, and in health requirements in institutions for children.

(5) One member of the Commission shall be an expert social worker, to be selected at the beginning of each biennial period by the President of the Kentucky Conference of Social Work; and such appointee shall have had special training and experience in the care of dependent and delinquent children.

(6) One member of this Commission shall be a person experienced in child welfare work, to be selected at the beginning of each biennial period by the President of the State Federation of Women's Clubs; and such appointee shall be fitted to advise and supervise matters related to child labor in the State of Kentucky.

(7, 8, and 9) Three members of the Commission shall be capable and public spirited citizens, to be selected at the beginning of each biennial period by the Governor of the State; and such appointees shall be persons deeply interested in child welfare work, and chosen with special reference to making the Commission represent as fully as possible all classes and interests within the State.

Sub-section 2. The biennial periods shall begin the first day of January in each even numbered year; and members of the Commission shall continue in office until their successors are appointed and accept the position.

Sub-section 3. It shall be the duty of the officials who are authorized to select six members of the State Child Welfare Commission, as provided in sub-section one of this section, to present their selections to the Governor of the State within thirty days after the beginning of each biennial period; and the Governor shall add to these selections his own nominations for the remaining three members of the Commission, and formally appoint the persons named as the State Child Welfare Commission for the biennial period thus begun.

Sub-section 4. In event of failure on the part of any of the officials named in connection with the first six members of the Commission to make their selections as directed within thirty days after the beginning of any biennial period, or after a vacancy shall occur, any such vacancies shall be filled by nominations by the Governor.

Sub-section 5. In case of vacancies occurring in the membership of the Commission at any time during the biennial period, new selections and appointments shall be made by the same officials, for the remainder of the biennial term; and all appointees shall be eligible for reappointment. The members of the Commission may be of either sex, and of any political party or religious denomination,

Sub-section 6. In the event that this act is not passed in January, 1920, but is passed later, the first biennial period shall be a fractional one, and the first full period shall begin in the January of the next even numbered year after the passage of the bill; and all appointments for the first fractional period shall be made according to the provisions of this section as though for a full biennial period.

Sub-section 7. The State Child Welfare Commission shall serve without compensation, save traveling and other necessary expenses when serving as members of the Commission.

Sub-section 8. The Commission shall hold meetings quarterly for the transaction of business, and may hold special meetings as the necessity of the State work require, on call of the president or two members of the Commission. At any meeting five members shall constitute a quorum.

Sub-section 9. The commission shall appoint a secretary, who shall be its executive officer. The secretary shall be a trained social worker, shall devote his or her entire time to the work, and shall receive such salary as the Commission shall determine, not less than two thousand dollars (\$2,000.00) per year; and shall be allowed such assistants as are necessary for the efficient performance of the duties of the office.

Sub-section 10. Offices for the State Child Welfare Commission shall be provided by the State.

Sub-section 11. For the biennial period beginning January 1, 1920, and for each biennial period thereafter, there shall be set aside by the General Assembly the sum of ten thousand dollars (\$10,000.00) to cover the expenses of the State Child Welfare Commission during this period; which sum shall be drawn upon from time to time in the usual manner.

Sub-section 12. The State Child Welfare Commission shall have power and authority: (1) To compel the rectification of wrong conditions or practices within public or private child-caring institutions; (2) To require proper supervision by agencies and institutions of all children placed-out in families, including minors paroled from Industrial and Reform Schools; (3) To transfer to proper and suitable organizations or families any children improperly located or placed by child-caring agencies or institutions; (4) To arrange for the care of dependent, delinquent, or defective children in appropriate institutions, or to place children out in families, in cases where such action by a State agency is desirable or necessary.

Sub-section 13. It shall be the duty of the State Child Welfare Commission, by its members or agents, to inspect and ~~and~~

vise all of the child-caring agencies, societies, or institutions, public or private, within the State. The Commission is hereby given right of entrance, privilege of inspection, and access to all accounts and records of work and children, for the purpose of ascertaining the kind and quality of work done, and to obtain a proper basis for its decisions and recommendations. Any violation of the rights given in this sub-section shall be a misdemeanor, punishable by a fine not exceeding one hundred dollars (\$100.00).

Sub-section 14. Inspection and visitation of child-caring organizations by the State Child Welfare Commission shall be made at unexpected times with irregular intervals between visits, and without previous notice to the agency, society or institution visited. In addition to such official inspection, many other informal visits should be made.

The Commission and its agents shall advise and instruct agency and institution officers and workers in regard to approved methods of child care, best types of housing and equipment, and adequate records of agency and institutional work. The principal purpose of such visitation shall be to offer friendly counsel and assistance on child welfare problems, and advice and instruction on progressive methods and improvement of the service.

Sub-section 15. If any flagrant abuses, derelictions, or deficiencies are made known to the members of the Commission or its agents during their inspection of any child-caring agency or institution, or at any time on order of the Governor, the Commission shall at once carefully investigate the reports or rumors, and take such action as the matters require.

Sub-section 16. If any serious abuses, derelictions, or deficiencies are found in any State child-caring institution, they shall be reported at once in writing to the State Board of Control; if found in any other public institution, they shall be reported in like manner to the proper authority or governing board; and if such abuses are not corrected in a reasonable time, the same shall be reported in writing to the next session of the Legislature.

Sub-section 17. If any such abuses, derelictions, or deficiencies are found in any private child-caring agency or institution, they shall be brought at once to the attention of its trustees or board of management; and if not corrected in a reasonable time, the State Child Welfare Commission shall suspend or revoke the license of such agency or institution.

Section 5. The organization and control of private child-caring agencies and institutions shall be as follows:

Sub-section 1. Private child-caring agencies, societies or institutions, shall be organized by the association of not less than

five responsible citizens of the State as a board of trustees or managers, and by the formation of a society, corporation, or institution on the lines hereinafter designated to secure the approval of the State Child Welfare Commission; and shall be incorporated under the general laws of the Commonwealth.

Sub-section 2. The approval by the State Child Welfare Commission of a proposed child-caring organization shall be based upon reasonable and satisfactory assurance upon the following points:

- a. The good character and intentions of the applicants.
- b. The present and prospective need of the service intended by the proposed organization.
- c. The employment of capable, trained or experienced workers.
- d. Sufficient financial backing to insure effective work.
- e. The probability of permanence in the proposed organization or institution.
- f. That the methods used and the disposition made of the children served will be in their interests and that of society.
- g. Wise and legally drawn articles of incorporation.
- h. That in the judgment of said State Child Welfare Commission such an organization is desirable and for the public welfare.

Sub-section 3. New agencies, societies, or institutions under private management, organized for the rescue and temporary care of dependent and delinquent children and the placement of such children in family homes or in special institutions; or established as orphanages and homes to provide temporary or continued care for such children, including institutions for the combined care of adults and children, shall present certificates of their incorporation to the State Child Welfare Commission as the basis of recognition and of a petition for a certificate of approval.

Sub-section 4. All child-caring agencies, societies or institutions legally incorporated in this State previous to the passage of this act, shall be subject to all of its requirements, and shall be rated by the State Child Welfare Commission on the same basis as new corporations, in granting or refusing certificates of approval.

Sub-section 5. All private agencies, societies or institutions newly incorporated under this act, or previously incorporated but approved under this act, and engaged in child-caring work, including the taking of children into guardianship, the placing-out of children in family homes, and the temporary or long continued institutional care of children, including institutions for the combined care of adults and children, shall obtain annually from the

which the court shall recognize as a valid basis for judicial consent in such cases. If parents do not appear in court to give consent to an adoption, and no waiver of appearance is filed, the court at his discretion may order notice by publication at least fifteen days previous to the consummation of the adoption in some newspaper of general circulation within the county.

Sub-section 4. In court proceedings for the adoption of a ward of a private agency, society, or institution, to give formal consent to such adoption, it shall be required that such organization shall file with the clerk of the court in which the adoption proceedings are pending, three documents as follows: (1) A certified copy of an order of a court of competent jurisdiction formally and permanently assigning the child to the guardianship of such organization, or, for the information of the court, the written surrender to such organization from a parent or parents or a guardian, or a certified copy thereof; (2) a written statement showing that sufficient and satisfactory investigation of the adopting parties has been made, and recommending them; and (3) a written formal consent by the organization to the proposed adoption, executed by the president and secretary thereof.

Sub-section 5. When foundlings or other abandoned children, whose parentage is unknown and who have not been assigned by a permanent court order to any child-caring organization, are presented for adoption, the judge having competent jurisdiction in the county of the residence of the parties desiring to adopt, or the judge in the county where are located the headquarters or institution of the society or institution having the child in care, may record his consent to the adoption *in loco parentis*.

Sub-section 6. The court consenting to and consummating the adoption of any foundling, abandoned, or illegitimate child, at his discretion may require that all papers relating to the personal history of such child, or its family history, if there be any, be sealed and filed in the county archives, to be unsealed only on judicial order.

Section 8. Child-placing in families in the State shall be regulated as follows:

Sub-section 1. Child-caring agencies, societies, or institutions, in placing-out wards or other dependent or delinquent children in private families, shall safeguard their welfare by the thorough investigation of each applicant and his home and its environment; shall carefully select the child to suit the new relationship and location; and shall personally and adequately supervise each home and child until the latter returns to the direct care of

the organization, or if permanently placed receives legal adoption or attains at least the age of 18 years.

Sub-section 2. All children placed-out in private families, so far as it is practicable, shall be located with those of the same religious faith as that held by the children themselves, or their parents.

Sub-section 3. The State Child Welfare Commission may at its option require any child-caring agency, society, or institution, to divulge to the Commission the locations and relationships of any or all of its placed-out children; and these may be visited by the Board's members or agents to ascertain the condition of such children, or the quality of the child-placing work done; provided, however, that the location and relationships of placed-out children shall be confidentially held by the Commission and its agents, and only revealed when the welfare of the children requires such action, on order of a court of competent jurisdiction.

Sub-section 4. Private individuals, including midwives, physicians, nurses, hospital officials, and all officers of unauthorized institutions, are forbidden to engage in child-placing work; except that relatives of the first and second degrees, which include parents, grandparents, brothers and sisters, may thus provide for children of their own blood; and violations of this restriction shall be punishable by a fine of not less than ten dollars (\$10.00), nor exceeding one hundred dollars (\$100.00) for each offense.

Sub-section 5. No person or agent, or agency or institution, of another State shall place a child in a family home in this State without first having furnished to the State Child Welfare Commission such guarantee as the Commission may require, against disease, deformity, feeble-mindedness, and delinquency, and against the child becoming a public charge within five (5) years from the date of such placement. Any person or organization violating this provision shall be guilty of a misdemeanor and shall be punishable by a fine not exceeding one hundred dollars (\$100.00) for each offense.

Section 9. Annual and biennial reports shall be made by agencies and institutions, and by the State Child Welfare Commission as follows:

Sub-section 1. Each public or private child-caring agency or institution within the State shall make an annual report of its work to the State Child Welfare Commission in such form and detail as the Commission shall prescribe. These reports shall include detailed statistics of all children served, financial statements of the expense of their care, the number and kind

workers employed, the value and condition of the plant owned or used, the amount of endowment or invested funds, and any other essential matters that may be indicated by the requirements of the Commission.

Sub-section 2. The State Child Welfare Commission shall prepare and supply to the various child-caring agencies and institutions the necessary printed blanks to record the desired information. All institutions or agencies included within the provisions of this act, shall conform their records to the statutory fiscal year of the State, and make their annual reports for years ending on the thirtieth day of each June. All annual reports required of agencies and institutions must be filed with said Commission not later than July 15 of each year.

Sub-section 3. The State Child Welfare Commission shall prepare from the reports of its members, inspectors, and visitors, and from the annual reports of the various agencies and institutions, a comprehensive biennial report of child welfare work within the State, accompanied by special comments and recommendations; and such report shall be published at State expense for the information of the General Assembly and for distribution among the people.

Section 10. It is further enacted that all laws or parts of laws, or provisions of laws, heretofore enacted by the State of Kentucky, that conflict with the provisions of this act, are hereby repealed.

Section 11. It is hereby adjudged and declared that existing conditions in the State of Kentucky are such that it is necessary for the public welfare that this act should take effect at once; and an emergency is hereby declared to exist, and the act shall take effect and be in full force and effect from and after its approval by the Governor.

JUN 1 1919